

REPORTS  
OF THE  
INSPECTORS OF FACTORIES

TO

HER MAJESTY'S PRINCIPAL SECRETARY OF STATE  
FOR THE HOME DEPARTMENT.

FOR THE

HALF YEAR ENDING 31<sup>ST</sup> OCTOBER 1869.

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*Presented to both Houses of Parliament by Command of Her Majesty.*

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LONDON:

PRINTED BY GEORGE E. EYRE AND WILLIAM SPOTTISWOODE,  
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.  
FOR HER MAJESTY'S STATIONERY OFFICE.

1870.

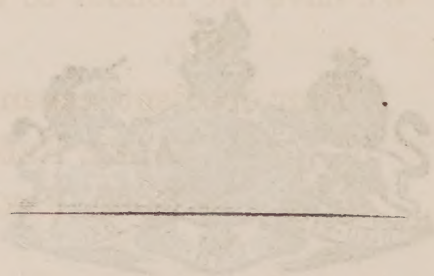
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## REPORTS

TO THE RIGHT HON. H. A. BRUCE, M.P.,

*Her Majesty's Principal Secretary of State for the Home Department.*

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LC 777 P. 18. 1870



# HALF-YEARLY JOINT REPORT OF THE INSPECTORS OF FACTORIES.

*Factory Inspector's Office,  
 10, Whitehall,  
 London, S.W., March 1870.*

SIR,

WE have the honour to lay before you our reports for the half-year ended the 31st October last.

The subjects chiefly referred to in these, as in former reports, relate to the consolidation of the various Acts regulating juvenile and female labour, and the amendment of the Workshop Regulation Act, 1867.

The Workshop Act is in many of its provisions faulty, and the irregularity of its administration by local authorities has also greatly impaired its value.

We trust that the facts we have brought to your notice will be deemed of sufficient urgency to justify our opinion of the necessity for further legislation.

We have the honour to be,

Sir,

Your obedient servants,

ALEX. REDGRAVE.

ROBT. BAKER.

*The Right Hon.*

*The Secretary of State*

*for the Home Department,*

&c. &c. &c.



## JOINT APPENDIX No. 1.

GENERAL ABSTRACT, showing the Total Number of Accidents reported to the Inspectors of Factories during the Six Months ended the 31st October 1869.

TABLE No. I.—*Accidents arising from Machinery.*

Nature of Injury.	Adults.		Young Persons.		Children.		Total.		
	M.	F.	M.	F.	M.	F.	M.	F.	M&F.
Causing death - - -	59	2	23	1	6	1	88	4	92
Amputation of right hand or arm	9	-	10	3	4	-	23	3	26
Amputation of left hand or arm	9	-	11	-	2	-	22	-	22
Amputation of part of right hand	81	29	79	46	20	10	180	85	265
Amputation of part of left hand	91	18	58	24	15	6	164	48	212
Amputation of any part of leg } or foot - - - }	10	-	5	-	2	-	17	-	17
Fracture of limbs or bones of } trunk - - - }	78	11	57	12	13	4	148	27	175
Fracture of hand or foot - -	92	21	36	33	14	16	142	70	212
Injuries to head and face - -	88	26	42	23	14	8	144	57	201
Lacerations, contusions, and } other injuries not enumerated } above - - - }	949	220	600	277	196	69	1745	566	2311
Total from Machinery -	1465	327	921	419	286	114	2673	860	3533

TABLE No. II.—*Accidents not arising from Machinery.*

Nature of Injury.	Adults.		Young Persons.		Children.		Total.		
	M.	F.	M.	F.	M.	F.	M.	F.	M&F.
Causing death - - -	53	1	12	-	6	-	71	1	72
Amputation of right hand or arm	1	-	-	-	-	-	1	-	1
Amputation of left hand or arm	1	-	-	-	-	-	1	-	1
Amputation of part of right hand	20	-	3	-	2	-	25	-	25
Amputation of part of left hand	21	1	3	-	-	-	24	1	25
Amputation of any part of leg } or foot - - - }	16	-	5	-	-	-	21	-	21
Fracture of limbs or bones of } trunk - - - }	189	4	41	2	16	1	246	7	253
Fracture of hand or foot - -	116	-	19	1	1	-	136	1	137
Injuries to head and face - -	457	6	131	5	21	3	609	14	623
Lacerations, contusions, and } other injuries not enumerated } above - - - }	2967	46	733	46	110	8	3810	100	3910
Total (not from Machinery)	3841	58	947	54	156	12	4944	124	5068
Total Number reported -	5307	385	1868	473	442	126	7617	984	8601



## JOINT APPENDIX No. 2.

SUMMARY of the Total Number of Informations and Convictions and the Amount of Penalties and Costs, in the Districts of the Inspectors during the Six Months ended the 31st of October 1869.

DESCRIPTION OF OFFENCE.	Number of Informations.	Result.				Penalties imposed.						
		Convictions.	Deferred.	Withdrawn on Payment of Costs.	Dismissed.	5s.	10s.	20s.	30s.	40s.	£3.	£10.
Neglecting to fence mill gearing . . . .	1	1	—	—	—	—	—	—	—	—	—	1
Employing children and young persons without registering their names and date of first employment . . . .	10	5	—	4	1	—	—	3	—	2	—	—
Employing children and young persons without surgical certificates . .	13	3	—	10	—	—	—	2	—	1	—	—
Employing children before noon and after one o'clock p.m. of the same day . .	5	2	—	2	1	—	—	2	—	—	—	—
Employing children without school vouchers . . . .	5	1	—	4	—	—	—	1	—	—	—	—
Employing children, young persons, and females at night . . . . .	6	3	2	1	—	—	—	—	—	3	—	—
Employing children, young persons, and women after six o'clock p.m. . . .	67	39	—	28	—	—	—	34	5	—	—	—
Employing children, young persons, and women after eight o'clock p.m. . .	25	18*	—	7	—	—	1*	3	—	—	—	—
Employing young persons and women after two o'clock on Saturday . .	8	4	—	4	—	—	—	4	—	—	—	—
Employing young persons and women during meal hours . . . . .	5	1	—	4	—	—	—	1	—	—	—	—
Employing young persons and women longer than allowed by law . . .	2	—	—	2	—	—	—	—	—	—	—	—
Employing children, young persons, and women on Sundays . . . . .	32	23†	9	—	—	—	—	—	—	—	—	—
Parents neglecting to cause their children to attend school . . . . .	2	2	—	—	—	2	—	—	—	—	—	—
Wilful obstruction of the sub-inspector in the execution of his office .	1	1	—	—	—	—	—	—	—	—	1	—
Total . . . . .	182	103	11	66	2	2	1	50	5	6	1	1

The total amount of fines inflicted, £83 10s.

The total amount of costs, £54 10s. 1d.

\* One sole penalty, amounting in all to 10s., was imposed upon 15 of these cases.

† Convictions in 23 cases; offenders bound over to appear, &c.



REPORT of ALEXANDER REDGRAVE, Esq.,  
for the six months ended the 31st October 1869.

*Factory Inspectors' Office, 10, Whitehall,*  
SIR, *London, S.W., December 1869.*

I HAVE the honour to submit to you my thirty-fifth report as Inspector of Factories.

From the reports of the Inspectors for the six months ended 30th April last, it appeared that there had been reported in the course of the six months ended on that day 8,177 accidents, of which 5,136 were not caused by machinery; and I have now to report for my district, for the succeeding six months, 4,339 reports of accidents, of which 2,077 were not caused by machinery. I have already brought under your notice the uselessness of a great deal of the work of reporting accidents, but until the law is altered the work must be performed, and paid for.

The fatal accidents have been fewer than in my last report. 31 were not caused by machinery; 38 caused by machinery. The causes were as follows:

Over strained	-	-	1
Scalded	-	-	2
Suffocated in a well	-	-	1
Drinking vitriol	-	-	1
Falling of iron or weights	-	-	3
Falling under waggons	-	-	7
Falling from scaffolds, plat-			
forms, &c.	-	-	16
			<hr/> 31
Placing straps on shafts, &c.	-	-	12
Hoist	-	-	7
Breaking of machines while			
at work	-	-	4
Crank of engine	-	-	2
Machines while at work	-	-	13
			<hr/> 38
			<hr/> 69
			<hr/>

I add a statement of the different kinds of works in which these accidents happened, all but 16 of which occurred in works under the Factory Act of 1867.



	From Machinery.	Not from Machinery.
Cotton factories - - -	4	—
Woollen and worsted factories	7	2
Flax factories - - -	3	—
Iron mills - - -	15	7
Ship-building yards - - -	3	8
Machine works - - -	3	3
Chemical works - - -	—	4
Blast furnaces - - -	1	1
Steel works - - -	—	2
Paper mills - - -	1	1
Printing office - - -	1	—
India rubber factory - - -	—	1
Tobacco factory - - -	—	1
Cement works - - -	—	1
	<u>38</u>	<u>31</u>

There have been but few infractions of the law for which it has been necessary to resort to legal proceedings; and those which I felt compelled to direct were chiefly by way of caution, to show publicly that the factory regulations must be observed faithfully.

Mr. Walker's report appears as usual at Appendix No. 1, p. 118.

I propose in this report to submit for your consideration three subjects:—

The consolidation and amendment of the several Factory Acts:

The amendment of the Workshops Act:

And the desirability of adding to the public utility of this department.

### *Consolidation of the Factory Acts.*

The first of these subjects, the consolidation of the Factory Acts, has at several times been mooted as very desirable; but it appeared to me that until the whole of the industrial occupations of the country had been legislated for it would be premature to attempt to reduce into one Act regulations which would afterwards be modified at each successive period of legislation. But the whole field of such labour has now been covered by the Factory and Workshops Acts of 1867, which have been in operation for nearly two years, a period sufficiently long to expose the weak points in them,



and to enable us to propose such a consolidation of the Factory Acts now, as would contain regulations which would be permanent and universal.

There is another reason why a consolidation of the Factory Acts might now be undertaken; viz., that legislation is necessary to give effect to the recommendations of the Children's Employment Commissioners, in the amendment of the Printworks and Bleachworks Acts, to amend and to provide for the due enforcement of the Workshops Act.

The factory question is no longer a field of battle for party strife; the principles are universally accepted, and there would be, I cannot but believe, as little time required to pass a consolidation of the existing Acts including in it the recommendations of the Children's Employment Commissioners in respect to Printworks and Bleachworks, as to pass a special Act for the latter purpose only.

In consolidating a series of statutes such as the Factory Acts it is necessary to look back and consider the circumstances under which they were framed, the practices they were intended to prevent, the privileges they conferred, and the feeling with which they were received by manufacturers.

The first Factory Act, 3 & 4 Wm. 4., c. 103., was passed after a most exhaustive inquiry, conducted by commissioners, who visited all the principal seats of the textile industries, one of the commissioners in each district being of the medical profession. This Act must be considered as having laid down the principles upon which factory legislation should be founded. The commissioners were personally cognizant of the evils then existing, of the gross oppression of children, of the effect upon the condition of children of long hours of work, of the early age at which children commenced to work in factories, of the ignorance of the factory operatives; upon these points they could speak authoritatively, and they could point out what was to be prevented, and the state of the public mind was such that their recommendations were speedily embodied in an Act of Parliament.

But in suggesting the means for securing the observance of these principles the commissioners had no experience to guide them; it was the inauguration of a new era of legislation for controlling the labour of women and children, and for laying upon the government the duty of enforcing new regulations by special officers; and they had to consider, in prescribing the authority and functions of the special officers, the kind and amount of opposition which the new factory regulations would have to encounter. The op-



position to the administration of the Act of 1833 was undoubtedly very strenuous, and doubtlessly sincere from many quarters; but the opposition was the more important from the factory question and the Ten Hour bill becoming subjects of party strife.

Amendments in the Act of 1833 were recommended by the Inspectors, to enable them to overcome the various means adopted by persons determined to defeat the object of the Act, and to provide against the lukewarm support they frequently received when manufacturers were prosecuted for infractions of the law. The recommendations were embodied in the Act of 1844, which amended the Act of 1833, instead of repealing it, and re-enacted those parts of that Act which were intended to remain.

Thus restrictions were introduced into the Act of 1844 which had no place in the Act of 1833, and, while the Inspectors were relieved of some powers which were certainly of an anomalous character, their authority was upon the whole greatly augmented.

At this time (1844) the hours of work were 12 per day, to be taken between 5.30 a.m., and 8.30 p.m. The principle contended for by the advocates of the short-time movement was for 10 hours per day within those limits, and they carried first the limitation to 11 hours per day, to be followed in the course of a year by a reduction to 10 hours per day. But the sudden reduction from 12 to 10 hours per day, or from 68 to 58 hours per week, was strenuously opposed, and a variety of means were successfully adopted by manufacturers to evade the reduction as it was intended to be observed, which were eventually decided to be legal, and the greatest irritation existed in the manufacturing districts, from the defeat of the principle which had been approved by the legislature in the passing of the "Ten Hour Bill."

In these circumstances, Sir George Grey, who was then Home Secretary, proposed that each party should concede something, so that the question might be settled, and the ill-feeling engendered by the constant recurrence of the short-time question as a subject of contention allayed. He proposed that, instead of 58 hours per week, it should be lawful to work 60 hours, thus giving to those, who contended so strongly that 58 hours was too great a restriction, two hours more work per week, and to those who complained of the evasions of the law, a security that the 60 hours could not be exceeded, by enacting that the hours of work should be restricted between 6 a.m. and 6 p.m., and on Saturday between 6 a.m. and 2 p.m.



Thus, not only was a law made for securing uniformity of hours of work, but the operatives by working 30 minutes per day longer than proposed in the original Ten Hour Bill, secured the Saturday half-holiday.

This settlement of the question by Sir George Grey has given the greatest satisfaction to all parties. It is the foundation of all subsequent Factory Acts; and although it has not been possible yet to make it strictly applicable to all trades, yet the principle of limiting the hours of labour to certain fixed periods of 12 hours, with intervals of one hour and a half for meals, has been adopted in the Acts of 1864 and of 1867, to be extended, I trust, to every occupation in the country.

With this Act of 1850 factory agitation ceased. Excitement had lasted for some years, which set master against master, as well as master against operative; but the cause was entirely removed by this settlement, and since that date the old opposition has died out, and Factory inspection by Factory Inspectors is changed altogether in character. We visit now to explain and to advise, rarely to enforce.

In looking over these Acts of Parliament of 1833 and 1844, to examine the restrictions and regulations then thought necessary and suitable, and to consider whether they are all equally necessary now, we must look to the character of the reception the Factory Acts now meet with, as compared with the opposition of former days, to the social improvements in the registration of births, and to the more uniform practice of the administration of justice, the results of legislative action since 1844, and seek not to perpetuate that which is cumbersome and obstructive, when we can adopt more effectual and economical arrangements.

It is in this spirit that I should propose to consolidate the Factory Acts. I look at the Act of 1833, and examine its regulations, to see what the commissioners considered were things to be guarded against; and with the experience of the last 20 years, since the Act of 1850 put an end to the agitation of the 10-hour question, I desire to give the fullest and most strenuous effect to the principles of the Factory Acts.

I conceive that legislation should secure:—

The prevention of the employment of the young, if unfit for such employment:

The prevention of the employment of children for more than one half the day:

The providing for the education of such children:



The prevention of the employment beyond the legal hours, of children, young persons, and women :

The providing proper meal times and holidays for children, young persons, and women :

The prevention of accidents and of overcrowding, the improvement of ventilation, and maintenance of cleanliness.

All these objects should be obtained with the least possible interference with the arrangements and economy of Factories.

I wish manufacturers to feel that those who administer the law are not mere red-tapeists, clinging to bureaucratic prescriptions, but are actuated with the desire of protecting children and women by the most simple regulations, founded upon present requirements, and not upon the shadows of the past.

The alterations I would propose in the present system of regulations, which are burdensome to manufacturers, and which answer no good purpose, will perhaps be better seen, by my placing side by side the rules as they exist, and as I propose to adapt them for the future.

#### EXISTING PRACTICE.

A. Registration of names of all under 18 years of age.

B. Surgical certificates compulsory for all under 16 years of age.

When a surgeon requires a certificate of birth to be produced, the certificate is sent to the Sub-Inspector.

C. If a surgeon other than the certifying surgeon be employed to grant a certificate the person certified must also be examined by a justice of the peace.

#### PROPOSED CODE.

Registration of all persons for whom a surgical certificate is absolutely required.

This is according to the strict letter of 7 Vict. c. 15, which, however, has been lost sight of.

Surgical certificates to be compulsory only for children under 13 years of age.

This is according to the 3 & 4 Wm. 4. c. 103, which was extended in 1844 to persons under 16.

A certificate of birth to be required from every young person between 13 and 16.

When a certificate of birth is produced, it is to be returned to the young person upon leaving the factory.

If such other surgeon grant the certificate, a certificate of birth must be produced instead of the examination by a justice.

**EXISTING PRACTICE.**

D. Inspectors to countersign agreement between master and certifying surgeon as to fees.

Inspector to fix fees and visits, when applied to, but must not exceed scale laid down.

E. Accidents are to be reported which prevent an injured person returning to his work by nine o'clock of the morning following the accident.

F. Power of Secretary of State to direct an action to be brought to obtain damages for an injured person.

G. Power of Inspectors to summon offenders and witnesses; to take cases out of the jurisdiction of the locality where offence was committed; power to enforce attendance of witnesses, &c.

H. Penalty for obstructing inspection in the night.

I. Penalty for offences not enumerated not less than 2*l.* nor more than 5*l.*

K. No person, being the father, son, or brother of a person charged with an offence, competent to sit as magistrate in such case.

L. Children may not be employed both before twelve and after one p.m. of any day.

M. If the hours of work for young persons be reduced to 10 per day, children may be employed for 10 hours on alternate days.

N. Children of 11 years of age may be employed as young persons in the winding and throwing of raw silk.

**PROPOSED CODE.**

Fees not to exceed the scale laid down in the Act, thus rendering unnecessary any further regulations.

Only fatal accidents, and accidents caused by machinery, to be reported, and the latter only in those cases in which the injured person is prevented returning to his work for 48 hours after the accident.

Not proposed to be re-enacted, as this power has never been exercised, but instead thereof injured person to have power to bring an action in a County Court if damages are assessed under 50*l.*

Proceedings to be conducted under provisions of Summary Convictions Act.

Not re-enacted.

One penalty for all offences, except those specified, not less than 20*s.* nor more than 3*l.*

Unnecessary to be re-enacted.

As work ceases at two p.m. on Saturdays, it is proposed that children may be employed on alternate Saturdays until two p.m.

That in such case the 10 hours of work may be taken between eight a.m. and seven p.m.

Not re-enacted.



## EXISTING PRACTICE.

O. Modification No. 11 of Factory Act, 1867.

Power to Secretary of State to authorize all young persons of at least 16 to work not exceeding 15 hours per day.

P. Modification No. 12.

Power to Secretary of State to permit hours of work to be from 7 a.m. to 7 p.m. or from 8 a.m. to 8 p.m., when the customs or exigencies of a trade may require the alteration.

Q. Modification No. 16.

Certain persons may have meal times at different periods of the day.

R. Modification No. 23.

If persons do not work more than 8 hours a day in any week they may be employed after 2 p.m. on Saturday.

S. Modification No. 24.

Secretary of State power to modify regulations as to the fencing of machinery.

T. Modification No. 25.

Power of Secretary of State to make modifications as to surgical certificates.

U. Power of Secretary of State to permit employment of male young persons of at least 16 years of age as male adults.

V.

W.

## PROPOSED CODE.

Not proposed to be re-enacted.

Proposed to be altered so that the Act may define the circumstances under which any modification may be granted.

Not proposed to be re-enacted, as so few applications have been made for the modification, and as the Inspectors are empowered to grant it under 7 Vict. c. 15, sec. 36.

Proposed not to be re-enacted. No instance known.

Proposed not to be re-enacted. No application has been made under this modification.

Proposed not to be re-enacted, as the regulations now proposed in respect to this subject for B and C will render this power unnecessary.

Proposed not to be re-enacted.

No child to be employed if unable to read, or without a certificate of being able to read or having attended some school for a year.

No young person under 16 years of age to be employed for full time unless a certificate be produced certifying to the ability to read, write, and work sums in arithmetic to the first four rules.

I propose further to place under the Factory Acts the following occupations, in the same manner as the paper manufacture, letter-press printing, &c. are under the Factory Acts, and, in addition to those named specially, any occupation whatever in which children under 13 years of age are employed, so that the works to be called factories would consist, firstly, of factories in which certain specified trades and processes are carried on; secondly, of all factories not specified by occupation, but in which 50 persons are employed; and, thirdly, all places not embraced by those two definitions, in which children under 13 years of age are employed:—

The clipping, finishing, or dressing of lace.

The making up, sewing, or finishing of hosiery, or winding for the same.

The making of Straw plait.

Artificial flowers and feathers.

Cardboard and paper boxes, envelopes, paper stamping and embossing.

Electro-plate; silver plate; Britannia metal.

Steel pens.

Tools.

Lamps.

Japanned ware and papier maché.

Nails and screws.

Buttons.

Pins, needles, hooks, and eyes.

Fish hooks.

Guns.

Jewellery.

Metal bedsteads and articles in brass.

Articles of bone, ivory, shell, and horn.

Any manufacture or process in or in connexion with which children are employed.

I proceed now to give my reasons for these alterations in the law, which it will be seen are designed to confirm and strengthen the protection already afforded to children, young persons and women, to render more analogous to each other the hours of work in all trades, to promote the early closing of factories, and to diminish the granting of modifications to special trades, or under exceptional circumstances, by reducing this question to a principle, defined in the Act itself, instead of resting it upon expediency or necessity, to be decided by an Inspector.



*A. Registration of Names.*

The practice has of late years existed of requiring occupiers of factories to register the names and dates of first employment of all persons under 18 years of age.

There has been some authority for this, but I doubt very much whether it could be legally required.

Under the Act of 1833 no register of names existed at all; and in inspecting large factories in which every kind of opposition was placed in the way of the Inspectors, the absence of a register of names increased the trouble of the Inspectors in ascertaining whether the children had school or surgical certificates, and the Act of 1844 required that the names for all those for whom surgical certificates were required should be registered.

It is clear, therefore, that the registration of names was rather required as an aid to the Inspectors in facilitating their duties in regard to certificates, than as being of value in the administration of the law as regards overwork, for if it was necessary for that purpose the registration of names ought to have extended to those of all young persons and of all women.

Instead of facilitating the real duties of the Inspectors my belief is that it retards them. The Inspectors have to ascertain,—

1. That the legal hours are not exceeded:
2. That the proper meal times and holidays are given:
3. That the machinery is properly fenced:
4. That no persons under the proper ages are employed:
5. If children are employed, that they have attended school.

Their duties in respect to Nos. 1, 2, 3, and 4 are facilitated in no way whatever by the registration of names. But in regard to the attendance of children at school, the registration is of use, and I propose to retain it therefore for half-timers.

The inutility of the register of names may be shown in a variety of ways. My first connexion with the factory department was in England. It has been the custom in Lancashire and Yorkshire to require the names to be registered with the greatest strictness. The Inspectors went into the factories, register in hand, and tested the entries, by examining children, big boys, and young women up to 18, whether their names were registered and the entries correctly made. The law required these things to be done, and the Inspectors enforced the law by strict examination, and by far the greater portion of time in a factory was spent in ferretting out names in illwritten registers.



When, upon the retirement of Sir John Kincaid, I took charge of Scotland, I found that it had never been the custom of the Inspectors to take the register into the factory, and to test its accuracy, as in England.

I am bound to say, however, that while the registration of names had in Scotland been left mainly to the honour of the occupiers, they had observed the law in this respect loyally and well, and were not more accustomed to neglect to obtain surgical certificates than has been the case in England.\*

I certainly look upon the necessity of the Sub-Inspectors examining these lists of names as mere waste of time, and in a large factory, where the hands are constantly changing, the labour is not inconsiderable of keeping up these registers so as to avoid the censure of the Inspectors.

A case showing the inutility of the registry of names came very forcibly before me a short time since. A Sub-Inspector went by my desire to visit some small manufacturers in whose mills I was informed a child was being employed for full time in a locality which had not been inspected very recently. He found the child at once, and required her to be sent to school immediately, and reported that many names were not registered, and that proper surgical certificates had not in all cases been obtained. He spent four hours among these ignorant people, with their registers, &c. The only improper employment beyond the legal hours, or of a person under age, was the case of this child, of which he had knowledge before visiting the place; and although the worry about the registration of names may have had a good effect in the locality, in making the people sensible that the Factory Acts must be observed, I cannot help feeling that a great deal of valuable time was spent in an object altogether incommensurate with the results obtained.

*B. Surgical Certificates compulsory for all under 16 years of age.*

*Proposed to be compulsory only for those under 13.*

I discussed this proposition at some length in my Report for October 1868, pp. 24, 25, 26, 27, 28, 29, and 30.

The Act of 1833 was passed immediately after the inquiry by the Factories Inquiry Commissioners, and required a

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\* Upon proceeding to inspect a factory in Scotland, as I had done in England, to test the correctness of the entries of names, &c., I took as usual the register of names in my hand, and went into the factory; but I felt that I was doing something unusual, and the Sub-Inspector afterwards informed me that the occupier, with whom I had been conversing, turned round, and asked, what on earth I was going to do.



surgical certificate only for children under 13. Two commissioners inquired jointly in all the principal seats of manufacture, one of the commissioners being of the medical profession; and there having appeared to be a necessity, from actual inquiry, for a surgical certificate only for children under 13 when overwork and oppression of children were rife, it cannot be more necessary in these days, after 36 years of regulated labour, and considering the improved social condition of the labouring classes.

There was in 1833 no registration of births which could be available in every part of the country. The granting of a certificate then by a gentleman supposed to possess qualifications for forming a correct judgment was a natural and proper arrangement.

The Registration Act of England has been available since the year 1850; that for Scotland has just become available. The registration of baptisms in Ireland can always be referred to. There exist now, therefore, the most ample means for proving age, which certainly did not exist in 1833.

The objections to the present system are:

That the certificate of age, which should certify to a fact, as it withdraws a child from school at a fixed age, is merely the expression of an opinion:

That the certificate is required under circumstances never contemplated by the Factory Commissioners:

That a fresh certificate is required for every child or young person whenever there is a change of employment.

I have again and again spoken of the illusory character of a great number of surgical certificates. When I have visited factories, I have been obliged to annul certificates sometimes by the score. The Sub-Inspectors are constantly annulling them, and complaining of the manner in which children under 13 are passed as of full age.

I have recently had instances of children of ten years and a half passed for thirteen; and I have just had a report from one of the Sub-Inspectors of a factory of which he had to complain, that children were passed too young, that the occupiers had determined to require a certificate of birth for every young person employed, as well as the certificate of the certifying surgeon, so that a double fee has to be paid in every case.

The present arrangement is not founded upon any principle. If a standard could be established by which every certifying surgeon could be guided, the difficulty of the question would



be lessened, but this is simply impossible, and the inconvenience becomes more harassing, because of the complaints and annoyance caused when two surgeons, living near to each other, set up, as is frequently the case, each his own standard by which he will be guided in granting certificates of age.

In order to mitigate this evil, which as I have remarked in former reports is of considerable magnitude, in administering the Act of 1867, I propose to revert to the Act of 1833, and to require the certificates of the certifying surgeon only for children under 13 years of age. It is necessary in this case to guard against the employment, not so much of children under age, for it is rare indeed that any under eight could be employed, but of children to whom confinement and labour for the legal number of hours would be injurious. And, after all, the instances in which the certifying surgeons refuse a certificate upon the grounds allowed by law are comparatively rare. I have never known a manufacturer or an overlooker who would knowingly permit a child to be employed in labour to which by reason of disease or bodily infirmity the child was unequal. What is required now is the ability to do the work, and the overlooker or manager who takes on hands looks to physical strength and aptness, as he knows the weak and dull are not worth their wages.

But looking back again to the Act of 1833, the period when the evils of unrestricted labour were exposed, it will be seen, 3 & 4 Wm. 4. c. 103 s. 14, that a certificate of any kind was only considered to be necessary for young persons when they were employed for a longer period than was lawful for children; and there is nothing in any of the existing Factory Acts to require a certificate for a young person who does not work for more than 48 hours per week, or nine hours in any one day; and, it may even be argued, if they do not work more than six hours and a half per day. During the period of the cotton famine, when so many factories were working half-time, many occupiers of factories availed themselves of the relief given by this section of the Act, and dispensed with the surgeons' visits.

It is of great importance, in preparing to consolidate existing Acts, and to lay down one code to be applicable to every trade and every circumstance in the country, to note and weigh well each regulation, its purpose, and the conditions of the various trades to which it was proposed to apply it; and this dispensing with a certificate, must be more justifiable now than in 1833, and forms in my mind



the strongest proof that medical certificates cannot be absolutely necessary in all cases.

According to the present regulations, no person under the age of 16 can be employed without a surgical certificate.

It is proposed that surgical certificates should be compulsory up to 13 years of age, as in 1833, and I do not know any manufacturer who would object to this, because the requirement rests upon a clearly defined principle. But to carry this examination up to 16 is a demand with which it is almost impossible to reconcile hundreds of manufacturers under the Factory Act of 1867, whose hours of work are less than factory hours, and who do not employ lads under 14 or 15.

I fully sympathize with these gentlemen, and I propose therefore that it should be optional with them either to obtain the usual certificate of the certifying surgeon, or a certificate of birth.

The constant re-examination of young persons under the present system is altogether anomalous. A boy of 14, for instance, in the metropolis, may move about from one printer to another as many as twelve times in the year. At every fresh printing office the certifying surgeon re-examines him, and grants him a fresh certificate. All this is so much useless work, useless expenditure, and useless restriction.

In my last Report I mentioned that the Registration of Births Act having been in operation in Scotland for 13 years, we were now in a position to require greater accuracy from the certifying surgeons in that part of the kingdom. My experience of the certifying surgeons in Scotland was, that, with a few honourable exceptions, they passed children regularly and systematically much under age. I have myself objected to as many as 40 children in one factory in Scotland, and I believe that one of the reasons why more half-timers have not been employed in Scotland was because they were passed by the certifying surgeons so much under age.

In no part of my district have I felt how completely the system of certifying surgeons as a means for preventing the employment of children at too early an age has broken down as in Scotland, and I am convinced that the requirement of a certificate of age would have prevented the employment of hundreds of children set to work for full-time while still under age.

The only objection to the certificate of age, to be taken from factory to factory, is the fear of a certificate of a child being used for one younger. And doubtless this would



occur; but, even if it occurred to some extent, I believe fewer children would obtain work improperly, than they now do with the certificate of the certifying surgeon. And in point of morality I see little difference between the presenting of a certificate really belonging to another person, and working under the certificate of a certifying surgeon known to be untrue. In the latter case the parent shields himself under the act of the certifying surgeon; and I have been reluctant to punish a parent when he has been led into the error by, to say the least of it, the want of judgment of the certifying surgeon. But in the instance of the use of a certificate belonging to another child there would be none to blame but the parent himself, and he would be liable to direct punishment.

Mr. Rickards, formerly a certifying surgeon, and a very painstaking one, and now Sub-Inspector at Leeds, having had great experience of the system of surgical examination of persons employed in factories, says,—

“I think it quite right to retain the compulsory surgical certificate for half-timers; but I do not consider it necessary for full-timers, except in those cases where a certificate of birth cannot be obtained.”

Some years since Mr. Rickards, then certifying surgeon, received from a few of his colleagues, certifying surgeons in Leeds, Bradford, and Nottingham, the statistics of the persons presented to them for examination in factories whom they rejected, with the causes of the rejection, and they fully bear out the non-necessity of a surgical examination. The figures refer to a period of 18 months from the 1st July 1856 to the 31st December 1857, and the following is the return in extenso:—

Too young - - - -	1,303
Too little - - - -	494
Physical incapacity - -	109
Itch - - - -	8
Diseases of the eye - -	32
Scrofula - - - -	14
Consumption - - - -	6
Scald head - - - -	6
Disease of the heart - -	1
Scarlet fever - - - -	1
Fits - - - -	4
Contagious diseases of the skin -	10
Typhus fever - - - -	2
<hr/>	
Carried forward - -	1,990



	Brought forward	-	1,990
Diarrhœa	-	-	1
Small pox	-	-	4
Abscesses	-	-	2
Purpura	-	-	1
Filthy condition	-	-	3
Jaundice	-	-	1
Spinal disease	-	-	1
Hip disease	-	-	3
			<hr/>
			2,006
			<hr/>

Now this return proves the following:—

That 65 per cent. of the persons presented for examination were under age; that 24·6 per cent. were too little, which is merely another phraseology for under age; so that, of the whole, nearly 90 out of every hundred were refused because they were under age.

Of the other causes of rejection, some may be reasonable enough, but of others it could hardly be said that they could incapacitate the young persons from working in the factory the time allowed by law, and their rejection by the certifying surgeons could not be legally justified.

Mr. Gould, who has large experience among the smallest class of occupiers, says,—

“I believe in the case of small occupiers the dispensation from the necessity of having surgical certificates for full-timers would operate most beneficially. But, whatever certificate be chosen, I think it should be most strictly defined, either that the occupier pay the expense in all cases, or, if the parent do so, then that the latter keep the certificate as a pass for the young person to work in any establishment. (I refer to this, as great discontent has been caused by occupiers insisting on the parent paying the surgeon for the certificate, which at present is only valid in the establishment where it was granted.)

“In the case of large employers of labour, I believe the majority would still have recourse to the certifying surgeon, as relieving them from a certain measure of responsibility and a great deal of trouble. With respect to “any surgeon” granting certificates under certain conditions, I should fear that a variety of complications and evasions of the law might arise, unless the alternative of either the certificate of birth, or that of the certifying surgeon, be adhered to.”

But Mr. Lakeman, whose experience has extended over the town and neighbourhood of Halifax, a district teeming with cotton and worsted factories, and more recently throughout the Eastern Counties, where he has met with a very



different class of works, different habits, and different wants, has written to me at some length upon this subject of the surgeon's certificate; and much that he says is so germane to the matter, and from my own knowledge is so thoroughly sound, that I beg to call your attention to the following extract:

"The strongest proof that an amendment of the Act might be made with effect is the testimony of the certifying surgeons, some of whom are so conscientious as to feel that the taking of fees for an oft-repeated certificate for the same person is not a return for duties really required.

"The value of surgical certificates as a proof of age is lessened by the fact that dental developement is not a true criterion of age.

"Many children of the north, being healthy and finely grown at the age of 12 years, have been certified to for 13.

"In my late district I know of no certifying surgeon save one (and he is the registrar of births, who brought them all into the world,) who has not passed children at 11 and 12 for 13.

"I was anxious to judge of the value of surgical certificates as proofs of age, and for one year closely examined the children in all the large factories of the Halifax district.

"The consequence was, that the certifying surgeons required proof of age in nearly every instance before certifying.

"What value then was the certificate?

"I believe, from what has come under my own cognizance, that a rigid examination of the young hands employed throughout the kingdom would find many at work who ought to be at school.

"But the law says they shall not be so employed, if they are, and the present system does not prevent the evil. Where is the remedy?

"During the years 1866, 1867, and the six months of 1868, I issued an immense number of requisitions. If surgeons are obliged in so many instances to have recourse to the only reliable test, since they cannot depend upon their own judgment, by reason of the health and developement of the children presented, why need not the system be somewhat modified, and the occupier spared the sums paid for certificates, which in some instances have been annulled by us, and in other cases are merely transcripts of proofs of age?

"I know instances where a surgeon has been obliged to require proofs of age in nearly every case, because hands coming from a neighbouring district had been employed for full time at 11 and 12 years of age, and upon his refusal to certify to others they have gone to that district where such rectitude of examination was not observed.

"The anxiety of the certifying surgeons in my late district, especially Halifax, not to permit a single case to slip through, deserves high consideration, and the argument is the stronger in favour of certificates of birth when such a devotion to duty cannot produce freedom from doubt or error in judgment.



“To sum up—

“Are we able to say, that, considering the number of certifying surgeons now appointed, the same rule or standard of examination is apparent? I think we cannot. There is then a difference in judgment or opinion, if a difference, then a disagreement; if a disagreement, then a failure in diagnosis, if a failure, then remove it for a more certain test.

“I do not see why the certificates of age should not be produced prior to employment, and kept numbered consecutively, the payment for them being borne by the hands and partly by the employer, one 3*d.*, the other 9*d.*

“On leaving the employment, the certificate might be given to the person to whom it belongs, the occupier or manager entering the name of factory and firm upon it before giving it up.

“The system of examining certificates of age, and sending them to the Sub-Inspectors, has been in some degree relaxed.

“The frequency of changes required that surgeons should keep them, as it often happened that the same child or young person was certified to by the same surgeon half-a-dozen times in as many months, which is useless. Here is a proof of that relaxation by the surgeons of the terms of the Act; circumstances have insensibly led them to an expedient, and this very one is but another form of the system I advocate.”

I have now before me the letter of the manager of a mill, in which the Sub-Inspector had complained of the employment of children under age.

The mill is for the winding and throwing of raw silk, and children may be legally employed for full-time at eleven years of age, but the principals, considering that age too young, have desired not to employ any under 12, and yet it has been found that children were employed even at 11 years of age, notwithstanding their regulations and the examinations of the certifying surgeon.

The manager states that it has been determined to require a certificate of birth as well as the certificate of the certifying surgeon, and this is certainly a convincing proof of the uselessness of the latter certificate. The letter is as follows:

“Will you kindly send us a number of forms “No. 1,” “Requisition for a certificate of birth,” sufficient for our mills. It has come to the knowledge of Messrs. \_\_\_\_\_ that, notwithstanding the surgeon’s certificate, and their regulation not to take hands under 12 years of age, children not unfrequently get to work under 11, by misrepresentation as to age on the part of the parents. Messrs. \_\_\_\_\_ have therefore decided not to take any child, of whose age there can be any reasonable doubt, without a copy of the register of birth, and we are now requiring copy of register of all children at work in the factories of whose age we have any suspicion; consequently we are requiring a number of the forms No. 1 just now, which, if you will supply, we shall be greatly obliged.”

There is no class of persons who know so well the ages at which children commence work as schoolmasters. They constantly lament that children are passed for full time, and taken from school before the proper age; but, considering their position between the manufacturers and the parents, they are naturally disinclined to create difficulties in their own path by offending those upon whom they in a great measure depend. A schoolmaster in Lancashire, writing to me upon other subjects, says,—

“Another subject I must name. The systematic evasion of the Act by passing children for full time before they arrive at 13 years of age. In numerous instances it is done, and I fear the thing is on the increase. Your caution to the certifying surgeons may have had a good effect. It is sad when the parents instruct the child in falsehood for the purpose of gain, but it is so.”

A review of this question, of its establishment in 1833, of the opinions of the framers of the first Factory Act, of the experience gained in the 36 succeeding years, and of the actual state of things now, has satisfied me that all the cumbersome machinery of days gone by can be now replaced by the simple and effective system I have recommended.

*C.—Countersignature of a Justice of the Peace to be dispensed with.*

I apprehend that this regulation would not have been inserted if there had been a General Registration Act in existence. The countersignature of a justice of the peace cannot be any proof of age, and it is proposed to substitute for it the production of a certificate of birth.

*D.—As to the Fees and Visits of the Certifying Surgeons.*

The regulations in the 7 Vict. c. 15 are complicated and illusory, apparently giving the Inspectors certain powers, and misleading manufacturers. I would propose, instead of enacting that an Inspector may fix a scale if applied to, that the fees shall not exceed the ordinary rate now paid.

*E.—The Reporting of Accidents.*

I propose, instead of every accident being reported which is of such a nature as to prevent the injured person returning to his or her work by nine o'clock of the morning following the accident, that it should be necessary to report only all fatal accidents from whatever cause, and all acci-



dents caused by machinery which are of such a nature as to prevent the injured person from returning to work for 48 hours after the accident.

Previous reports have shown that in the occupations embraced by the more recent Factory Acts the larger proportion of accidents are not caused by machinery, and that of those caused by machinery a very considerable number are insignificant in their nature, and that no good purpose is served by their being reported. There is an accumulation of these facts in each successive report, and in the present I have already noticed the continued preponderance of accidents not caused by machinery, still reported at a great expense to the public. The persons employed receive no additional protection from the reporting of these accidents, and there is no reason whatever for the maintenance of the present regulations.

The fee to be paid to the certifying surgeon for reporting accidents should be fixed by the Act itself.

#### F.—*Action on behalf of Persons injured by Machinery.*

The Act of 1844 contained two sections authorizing the Secretary of State to direct actions at law for damages to be commenced on behalf of any person injured in a factory. This authority has never been exercised, and it is not proposed to re-enact it, but to enable an injured person to obtain damages in a county court. I have been frequently applied to by injured persons, and the representatives of injured persons, for assistance to enable them to proceed against the occupier of a factory in which they have been injured, and I have had to inform them that if they have a claim that claim must be made at the assizes by an action at law.

In a great many instances accidents are caused by the default of the occupier, and the persons injured have a fair claim for compensation, under circumstances in which no infraction of any factory regulation has occurred, and no proceedings can be taken by the Inspectors; and I think a simple course should be open to these unfortunate persons to obtain some compensation for injuries received in the service of their employer, and caused through neglect for which the employer is responsible.

#### G.—*Power of Inspectors to summon Offenders, &c.*

By the Act 7 Vict. c. 15. regulations were laid down for proceeding before magistrates, and exceptional powers were given to the Inspectors.

Some of these powers may occasionally be useful ; but there is really no reason why, when the occupier of a factory is proceeded against, there should be a special machinery set in motion, when the existing Summary Proceedings Act provides for every contingency.

#### H & I.—*Penalties.*

A variety of penalties are enumerated in the 7 Vict. c. 15, differing according to the supposed different degrees of turpitude, but in many cases the lesser offence is subject to the higher penalty, and I would propose to enact one penalty for all infractions of the law in employing persons illegally.

By 7 Vict. a penalty of not less than 20s. nor more than 3*l.* would be imposed upon any person employing a child of six years of age, while a penalty of not less than 2*l.* must be imposed for the very much lesser offence of not entering the name of a young person upon the register.

Again, the obstruction of an Inspector in the night-time was visited with a heavier fine than if it occurred during the day. Obstructions are so rare at any time, that it is better to strike out of the statute book a mere brutum fulmen, and I think it would be quite sufficient to impose one fine, whether the offence be in the day or night.

#### K.—*The Father, &c. of a Person charged with an Offence not to sit as Magistrate in such a Case.*

This is really an enactment entirely inapplicable to the present time, and ought not to remain on the statute book.

#### L.—*Children may not be employed both before noon and after one o'clock of the same day.*

I would propose to relax this rule as regards Saturday, upon condition that the children should only work on alternate Saturdays.

The matter has been pressed upon me from a great many quarters. According to the existing regulations, children work on Saturdays as follows ; one set from 6 a.m. to 12 or 1 p.m., the other set coming in at 12 or 1 p.m., as the case may be, and leaving work at 2 p.m. This is most inconvenient, as the change has to be made in the midst of work, while the machinery is running. To the children themselves and their parents the arrangement is no less annoying, for the afternoon set have to be specially dressed for one or



two hours' work, and then their working dress has to be changed again, and as this regulation applies to the youngest children, a great deal of the annoyance falls upon the mothers. By the proposed alteration the children would have a whole holiday once a fortnight, and a half holiday once a fortnight, instead of a half holiday weekly.

When this regulation was enacted it was quite necessary, for then children could be employed from 6 a.m. to 4.30 p.m., and it was necessary to divide that period, but now they can only work the same number of hours as they could be legally employed on other days. They may also be legally employed for 10 hours on alternate days, while this proposition would give them only seven and a half hours on one day in 14.

Mr. Coles, Sub-Inspector at Salford, says, referring to this proposition,—

“As regards the time of children working on Saturday, I quite agree with you.”

Mr. Rickards, resident at Leeds, is of the same opinion. He says,—

“I think it would be a great boon to allow children to work on Saturdays until 2 p.m., as many respectable mill owners have frequently complained to me of the great inconvenience arising from having to change the half-timers on Saturday at 12 o'clock. In some of the large mills, as Saltaire, children coming to work at 12 o'clock have to assemble in the open air, and wait (frequently in the cold and rain) until the clock strikes; when they rush into the mill, producing great disorder and interruption to the work. In woollen mills the children have the additional inconvenience of having their persons and clothes soiled for two hours' work. I shall therefore be very glad to see such a change in the law as will enable children to work on Saturday until two p.m. A child remaining at home all the morning could then be far more useful to the mother in household duties.”

Mr. Lakeman also says,—

“I should like to see the employment of children on Saturdays extended to 2 o'clock. It would not hurt them, for the last hour is generally occupied in cleaning machinery, all work in manufactories having ceased at 1 o'clock. The plan would save great trouble to the occupiers, who are now obliged to change short-timers at 12 o'clock, each alternate week, so as to equalize the number of hours worked every fortnight.”

Mr. Cullen, East of Scotland, reports,—

“The modification as regards the work of children on alternate Saturdays would be very desirable.”

*M.—Children may be employed for ten hours per day on alternate days.*

The alteration I would propose in this section is, that when the hours of work are limited to 10 per day they may be taken between 8 a.m. and 7 p.m.

One of the objects of this addition to the existing regulations is to obviate the necessity of granting modifications to many trades in the manner which is now requisite. The enactment which I propose, and the operation of which is explained at greater length at page 30, will relieve the Secretary of State from considering the exigencies or customs of trades, and will place the regulation of the hours of work upon a systematic principle, sanctioned by experience.

Another object is to render unnecessary the employment of children at a very early hour in the morning, especially in the winter. This is a subject upon which I have thought a good deal, and consulted many certifying surgeons and manufacturers. The necessity is not so apparent in towns, where the children live near their work, but in country districts I believe that serious injury is caused to children by their rising so early, and being compelled to be at work by 6 o'clock in the morning.

Mr. Coles, who has had long experience, writes to me upon this subject as follows :

“But the greatest hardship for them lies in the fact that these tender infants (for they are no better) are compelled in the depth of winter to leave their beds between 5 and 6 in the morning, sometimes in the most inclement weather, to be dragged in the dark to a mill often situated two or three miles from their residences. I have frequently seen this myself, and my heart has bled for them.”

*N.—Children of eleven years of age employed in the winding and throwing of raw silk.*

It is proposed that the distinction between this and all other factory employments should no longer exist. The silk throwsters alleged that it would be impossible for them to obtain a sufficient supply of children of 13 years of age, and the concession was made to them to employ children of 11 as young persons.

Whatever difficulty may have existed in 1844 cannot, I think, exist now.

Silk throwsters had to compete with unrestricted labour in other occupations. Children of a very tender age were employed in the silk manufacture in establishments not under



the Factory Acts, and it is possible that some difficulties might have arisen if in 1844 the concession had not been made.

But the case is far different now; labour in every trade is restricted, and the concession to silk throwsters is the solitary instance of a modification permitting children to be employed all day, and to be deprived of education. The extension of the factory regulations has rendered this concession altogether anomalous. There are silk winders and throwsters who have establishments in which the machinery is moved by steam; these are factories under the Act of 1844, and consequently they can legally employ children of 11 for full time, and without attending school; and there are also winding establishments in which the machinery is moved by hand; these latter come under the Act of 1867, and no child can be employed in them for full time under 13 years of age. The facts were against the necessity of this concession to the winders and throwsters of raw silk years ago; they are, I think, stronger now; firstly, from the reasons I have just named; and, secondly, from the small number of persons under 13 who are now employed in these mills.

I will give the number of persons employed in these mills at four periods during the last 20 years:—

—	1850.	1856.	1860.	1867.
Adults and all persons employed above 13 years of age - - -	20,006	24,321	45,415	36,132
Young persons between 11 and 13 years of age -	4,581	5,042	5,182	4,121
Children under 11 years of age - - -	1,423	1,550	1,832	764

It is clear from the above that there is no care on the part of the silk throwsters to promote the education of the children they employ. Instead even of maintaining the usual number of half-timers, that class of workers has been reduced to one half; and even the class of workers for which the concession was made has decreased, showing that there is not such a necessity for the smallest class of hands, and that they could carry on their operations without that

concession which has been the means, during the last 25 years, of depriving thousands of children of the education which, had they been in cotton factories, they must have enjoyed.

O.—*Modification No. 11.*

The Secretary of State has power under this modification to permit the employment of males of 16 years of age not exceeding 15 hours per day, inclusive of two hours for meals.

Application for this modification has only been made for one trade in my district, the jet ornament trade of Whitby, and it was granted only until July next, when all the temporary modifications cease. I see no necessity for re-enacting it.

P.—*Modification No. 12.*

The portion of the Act of 1867 which was most difficult of administration was Modification No. 12, which authorized the Secretary of State, upon proof to his satisfaction that the customs or exigencies of a trade required it, to permit the hours of work to be taken between 7 a.m. and 7 p.m., or between 8 a.m. and 8 p.m., instead of between 6 a.m. and 6 p.m.

As the Secretary of State would naturally depend to a considerable extent upon the inquiries and opinions of the Inspectors, the question, when the customs or exigencies of a trade required the modification, became a matter for the serious consideration of the Inspectors.

In my Report for 31 Oct. 1868, and in my return of modifications granted in my district (Parl. Return, 1869, No. 197.), I showed the principles which had guided me in administering this most important part of the law.

Early in 1868 the Inspectors had agreed upon certain general principles; at that time they could hardly do more; and I administered the Act in my district in accordance with those principles.

It was agreed that the modification was necessary for  
Newspaper printing offices.

All trades dealing with molten metal and glass.

Paper mills.

Shops and warehouses in which the persons employed are of a higher class than factory operatives.

Any special case in which there was peculiarity of manufacture or custom.



In carrying out these principles in detail I endeavoured to satisfy myself of the actual customs or exigencies of the various trades of the country, in which heretofore the hours of work had never commenced so early as 6 a.m., and to recommend modifications only in those cases in which a custom or exigency required them.

As my experience became more extended, it appeared to me that special causes existed in the following circumstances, in addition to the above, for authorizing later hours of work.

Various trades in the metropolis:

Letter-press printers.

Bookbinders.

Tobacco manufacture.

Factories in connexion with retail shops or dwelling houses.

Factories in which none but adult females are employed.

These views were subsequently embodied in the Mem. of 20 May 1869, which is now acted upon throughout the whole of the country.

In re-considering the question of Modification No. 12, I think experience shows that it may be greatly reduced in its operation, and, instead of being left, as it is at present, to depend upon the opinion of the Secretary of State, it may be made much more satisfactory by a direct enactment of the circumstances under which it may be permitted to depart from the existing factory hours of 6 to 6.

The following are the Memorandums of 20 April 1868 and 20 May 1869, which refer to Modification No. 12.

“ 20 April 1868.

“ Paper mills.

“ All trades dealing with molten metal or glass.

“ Newspaper printing offices.

“ Shops and warehouses in which the persons employed  
“ are of a higher class than factory operatives.

“ Any special case in which some peculiarity of custom  
“ or manufacture exists.”

“ 20 May 1869.

“ POWER TO WORK BETWEEN 7 TO 7, OR 8 TO 8.

“ That in respect to works coming within the following definitions, the hours when required may be in some cases between 7 to 7, in others between 8 to 8 :

“ Trades in London, Edinburgh, and Dublin.

- “Factories in which no person is ever employed under 16 years of age.
- “Factories in connexion with retail shops or dwelling houses occupied by the employer.
- “Factories in which the persons employed are of a class necessarily possessing superior intelligence and education.
- “Newspaper printing offices.
- “Warehouses in which goods are polished, cleaned, wrapped, and packed up.
- “That in respect to the following trades the hours of work when required may be between 7 and 7 :
  - “Letter-press printing.
  - “Bookbinding.
  - “Tobacco manufacture.
- “No modification is to be granted under this section in respect to any child.”

I propose, therefore, to limit the operation of Modification No. 12 to the conditions above named, having first, however, eliminated those trades in which further experience has proved that the modification is unnecessary. For instance, I am not aware of the modification being at all desired in

Paper mills, or

Trades dealing with molten metal or glass.

I leave these, therefore, altogether out of the question, and I would divide the rest into two categories :

- 1st. Those trades in which it is not the custom, nor has there been proved to be an exigency, to work after 7 p.m.
- 2nd. Those trades in which it is necessary to work until 8 p.m.

Very extensive inquiries have been made throughout the whole of my district as to the hours of commencing and of leaving off work in establishments under the Factory Act, 1867.

The object I had was to obtain actual information in order to assist me in making some definite proposition respecting the continuance or limitation of Modification No 12, and I think the details with which the Sub-Inspectors have supplied me clearly indicate that a rule can be laid down which will meet the wants of the trades, and circumscribe the modification within the limits which are actually requisite.

I have arranged the details in three tables. The first shows the hours of the commencement and of the termination of work in the principal trades in which permission has been given to vary them in the different districts :—



DISTRICTS.	Letter-press Printers.	Bookbinders.	Tobacco Manufacturers.	Warehouses.	Clothiers.	Engineers and Machinists.	Iron and Brass Founders.	Shipwrights.	Building Trades.
Manchester and neighbourhood	8 to 7	8 to 7	—	8 to 7	vary	6 to 6	6 to 6	—	—
Leeds and neighbourhood	—	8 to 7	—	—	8 to 7	6 to 5·30	6 to 5·30	—	—
Newcastle and neighbourhood	8 to 7	8 to 7	—	—	8	6 to 6	6 to 6	6 to 6	—
Nottingham	8 to 7	8 to 7	8 to 7	{ 8 to 8 8 to 7 }	8 to 7	6 to 6	6 to 6	—	—
Sheffield	7 to 7	7 to 7	—	8 to 7	—	6 to 6	6 to 6	—	—
Blackburn	—	—	—	—	—	6 to 6	6 to 6	—	—
Rochdale	6 to 6	—	—	—	8 to 8	6 to 6	6 to 6	—	—
Ashton	8 to 6·30	8 to 6·30	—	—	{ 6 to 7 7 to 8 }	6 to 6	6 to 6	—	—
Halifax	—	—	—	—	—	6 to 6	6 to 6	—	—
Huddersfield	8 to 7	8 to 7	8 to 7	—	—	{ 6 to 6 6·30 to 6 }	{ 6 to 6 6·30 to 6 }	—	—
Bradford	—	—	—	—	7 to 7	6 to 6	6 to 6	—	—
Eastern Counties	8 to 7	8 to 7	—	—	{ 6 to 6 8 to 7 }	6 to 6	—	—	—
Edinburgh	8 to 7	—	{ 7 to 7 9 to 7 }	9 to 7	9 to 7	6 to 6	6 to 6	—	—
Glasgow	{ 6 to 6 7 to 7 }	{ 6 to 6 7 to 7 }	—	9 to 6	—	6 to 6	6 to 6	6 to 6	—
Dundee	7 to 7	—	{ 7 to 7 8 to 7 }	—	7 to 7	6 to 6	6 to 6	6 to 6	—

The next table shows the hours of closing on Saturdays:—

DISTRICTS.	Letter-press Printers.	Bookbinders.	Tobacco Manufacturers.	Warehouses.	Clothiers.	Engineers and Machinists.	Iron and Brass Founders.	Shipwrights.	Building Trades.
Manchester and neighbourhood	1 & 2	1 & 2	3	1 & 2	3	1	1	—	—
Leeds and neighbourhood	1	1	—	—	2	12·30	12·30	—	—
Newcastle and neighbourhood	2-3-4	2-3	2-3	—	2 S. 4 W.	1	1	2	—
Nottingham	4	4	2	2	2	12·30	—	—	—
Sheffield	2	2	—	—	—	1	1	—	—
Blackburn	—	—	—	—	—	12·30	12·30	—	—
Rochdale	—	—	—	—	—	—	—	—	—
Ashton	2	2	—	—	2	1	1	—	—
Halifax	12·30	—	—	—	2	12·30	12·30	—	12·30
Huddersfield	2	2	—	—	—	—	—	—	—
Bradford	—	—	—	—	3	12·30	12·30	—	—
Eastern Counties	3	3	—	—	3-4	2	—	—	—
Edinburgh	2	2	2	2	2	2	2	—	—
Glasgow	2	2	—	2-3	—	2	2	—	—
Dundee	2	2	2	—	2	2	2	2	—

The third table shows the number of hours worked weekly in the different trades:—

DISTRICTS.	Letter-press Printers.	Bookbinders.	Tobacco Manufacturers.	Warehouses.	Clothiers.	Engineers and Machinists.	Iron and Brass Founders.	Shipwrights.	Building Trades.
Manchester and neighbourhood	57	57	56	56	54	59	59	—	—
Leeds and neighbourhood	58	58	50	—	58	56	56	—	—
Newcastle and neighbourhood	55½	—	—	—	60	—	—	60	—
Nottingham	57½	57½	58	58	60	58½	—	—	—
Sheffield	56	56	—	56	—	59	59	—	—
Blackburn	—	—	—	—	—	57½	57½	—	—
Rochdale	60	—	—	—	60	57½	—	—	—
Ashton	55	—	—	—	55½	57	57½	—	—
Halifax	56	—	—	—	60	58½	58½	—	52
Huddersfield	—	—	—	—	—	57½	57½	—	—
Bradford	—	—	—	—	57	58-59	—	—	—
Eastern Counties	56	56	—	—	56	60	60	—	—
Edinburgh	57	57	57	52½	52½	57	57	—	—
Glasgow	57-60	57-60	57	50	45-60	57	57	57	—
Dundee	—	—	58	—	60	60	60	60	—

I will first refer to the trades in which it is not necessary to work later than 7 p.m.



In the Mem. of 20 May 1869 it is stated that in three trades it is necessary to permit the hours of work to be between 7 a.m. and 7 p.m.; viz.—

Letter-press printing.

Bookbinding.

Tobacco manufacture.

Upon reference to Table No. 1, it appears that the hours are actually from 8 a.m. to 7 p.m.; and upon reference to Table No. 3 that the hours worked weekly in these three trades are not more than 10 hours per day.

Then, again, referring to the other principal class of works in which late hours are customary, warehouses, and establishments engaged in making various articles of clothing, it will also be seen that generally the work ceases at 7 p.m., and that the hours of work are less than 10 per day.

I propose a direct enactment to meet those cases founded upon s. 31 of the 7 Vict. c. 15. That section authorizes the employment of children for the whole day on alternate days, provided the hours of work are restricted to 10 per day. Following that precedent, I would permit factories in which the hours of work are restricted to 10 per day to work until 7 p.m., provided work do not commence before 8 a.m., *i.e.*, provided they do not work more than 10 hours on any one day. Such an enactment as this would be much more satisfactory, founded as it is upon experience of the actual customs and exigencies of the various trades, than leaving the question of the granting of a modification to the opinion of the Secretary of State or of the Inspectors. It is of the utmost importance that both manufacturers and operatives should know what the regulations are, and that these regulations should not be liable to change; and I am most desirous that wherever a departure from the strict line of the factory regulations is permitted the modification to be allowed should be expressly stated; and in every case in which the conditions can be enumerated, that the modifications should be restricted within those conditions.

It has always been legal to work until 7 p.m. in the six winter months, and many factories adopt the mode of working from 8 a.m. to 7 p.m. in winter as most advantageous. The hands have their breakfast before coming to the factory, and work much more comfortably to themselves, and with more advantage to their employers, than if they came cold and breakfastless to work.

The foregoing tables refer, as will be seen, only to the provinces; and as there are an enormous number of factories,

employed in letter-press printing, bookbinding, and tobacco manufacture, in the metropolis, it will be necessary to see how far such an enactment as I have proposed will affect the metropolitan trades; and there are, moreover, a vast number of special trades in the metropolis, which exist nowhere else, and in which, under the Mem. of 20 May 1869, there is power to work from 8 to 8.

The same class of inquiries have been instituted in the metropolis as in other parts of my district, and the returns furnished to me by Mr. Whympers, Mr. Oram, and Mr. Henderson, the metropolitan Sub-Inspectors, will show how the proposed enactment would apply to them.

The following is a condensed return for the whole of the metropolis, showing, as in the previous tables, the time of beginning work, the time of closing on Saturdays, and the actual number of hours worked weekly:—

Trades.	Time of Beginning Work.	Closing Time on Saturday.	No of Hours Worked Weekly.
Artificial flower makers	8 & 9	2 & 4	54 & 60
Artificial teeth makers -	9	2	51
Biscuit makers - -	8	1	54
Bookbinders - -	8	2, 3, 4	58½, 60
Braid manufacturers -	6	2	56, 60
Brass founders - -	6	2	57½
Boot and shoemakers (wholesale) - -	8	2 to 3	56
Brass finishers - -	6	2	60
Bricklayers - -	6	1	56½
Bellfounders - -	6 & 7	2	57½
Box makers (fancy) -	8	4	60
Brushmakers - -	6	1	57½
Cabinet makers - -	various	various	60
Coppersmiths - -	6	1	58½
Carpenters - -	6	1	56½
Cedar pencil makers -	{ S. 6 W. 8	2	60
Cigar makers { Jews -	8	no work	50
{ other			
{ firms -	8	1, 4	49, 60
Collar makers (linen) -	8 & 9	2, 4	53½, 57½
Collar makers (paper) -	8 & 8.30.	1, 3, 4	55, 58, 60
Clothiers (wholesale) -	8.30. and various	2	45, 48½, and various
Colour printers - -	8	2, 4	56, 58½, 60
Clockmakers (wholesale)	7 & 8	2	58
Cardboard makers -	8	2	58½
Couch makers - -	6	1	56, 60
Cocoa manufacturers -	8	2	57½
Engineers, &c. - -	6	1	56½, 58½
Envelope manufacturers	8 & 9	2	52½, 58½



Trades.	Time of Beginning Work.	Closing Time on Saturday.	No. of Hours Worked Weekly.
Electrotypers - -	8.30.	2	58½
Firewood manufacturers	8	4	50, 60
Fringe and tassel makers	8	2	57½, 60
Glovers - - -	8.30.	2	50½
Glass blowers - -	—	—	50
Gold and silver thread manufacturers - -	6	2	58½
Hatters - - -	8 & 9	2, 4	59, irregular
India rubber manufacturers - - -	6	2	57½, 59
Letter-press printers -	8	2, 4	56, 60
Lithographers - -	8	2, 4	56, 58½, 60
Locksmiths - -	{ S. 6 W. 8	2	60
Military small arms -	—	3.30	60
Metal flattening mills -	8	4	60
Milliners and dress-makers - - -	8	4	53½, 60
Painters - - -	6	1	56½
Paper colourers - -	9	2	52½
Plate glass makers -	uncertain	2	48
Grinders, smoothers, and polishers - -	—	2	57½
Pattern makers (iron) -	6	1	58½
Perfumers - - -	8	4	57½
Pianoforte makers -	6	1	56½
Shipbuilders (iron) -	6	1	58½
Shipwrights - -	{ 6 winter, daylight to dusk.	1	56½
Saw mills - - -	6	1	57½
Shoemakers (machine)	8	1	52
Silver plate manufacturers - -	8	1	56, 60
Smiths and fitters -	6	1	58½
Silversmiths - - -	8 & 9	1	49, 5
Tinfoil makers - -	6	1	60
Type founders - -	{ S. 6.30 W. 8	1, 30, 4	57½, 58, 58½
Tailors (women) -	8	4	56
Wholesale and manufacturing stationers -	8	4	56, 58
White lead manufacturers - -	6	2	60

It will be seen that in the five occupations which I have already named, letter-press printing, bookbinding, tobacco manufacture warehouses, and makers of articles of clothing, the condition of the metropolis is much the same as in other parts of the country. Sixty hours per week are not worked, and labour does not commence before 8 a.m.

Upon examining this table it will be seen how few trades there are in which the full time of 60 hours is worked, and

how much more general it is for work to commence at 8 a.m. than at 6 a.m.; and it would appear that the general enactment which I have proposed would meet by far the greater proportion of the occupations named. But there are doubtless occasions when the restriction to 7 p.m. would be a serious thing both for masters and operatives. In some trades work never commences until 8.30 a.m. or 9 a.m.. In others, married women are employed whose domestic duties require them at home in the morning more urgently than in the evening. In others, in which the trade depends upon some sudden fashion, or upon the season of the year, or upon the weather. I think such cases should be considered, and that there should be some relaxation in their favour. I propose, therefore, to re-enact Modification No. 12, but to restrict its application, with the sanction of the Secretary of State, by the following conditions:—

“Whereas the customs or exigencies of certain trades constituting factories as described in article F. of Schedule I. to this Act may require that children, young persons, and women should be occasionally employed otherwise than allowed by this Factory Act: it shall be lawful for one of Her Majesty’s Principal Secretaries of State, on due proof to his satisfaction that such customs or exigencies exist, and that such occasional employment is not injurious to the health of the persons employed, from time to time, by order, to be advertised in the London Gazette, or otherwise published in such manner and subject to such conditions as he may think fit, to give permission as follows:

“(a.) That in the case of the following factories young persons and women may be employed between eight in the morning and eight in the evening, and between eight in the morning and four in the afternoon of Saturday:—

1. Trades which depend upon seasons or fashions:
2. Factories in which no person is ever employed under 16 years of age:
3. Factories in connexion with retail shops or dwelling houses occupied by the employer:
4. Factories in which the persons employed are of a class necessarily possessing superior intelligence and education:
5. Newspaper printing offices:
6. Warehouses in which goods are polished, cleaned, wrapped, and packed up.

*Modifications Nos. 13, 14, 15, 20, 21 and 22.*—These refer to the letter-press printing, and bookbinding, glass and paper trades, and I am not prepared to say that they should not be re-enacted. The modifications are under certain conditions; and means are provided for ascertaining that the extension of time is not abused. The representations from



the above trades were made at the time of the passing of the Act of 1867, and I propose to retain the modifications then considered necessary.

*Q.—Modification No. 16, as to Meal Times being irregular.*

The Inspectors have power under s. 36 of 7 Vict. c. 15., to authorize that which is here enacted, it seems unnecessary therefore to re-enact this clause.

*Modification No. 17.*—In certain specified factories it is legal to employ male young persons by relays during the night.

The only trade beyond those named to which this modification has been granted is to oil and seed crushing mills, and this has only been granted until 1st July 1870. The employment of young persons of 13 at night is not an occupation to be encouraged, and I would propose, instead of enacting that they may be employed in certain trades, to give the Secretary of State authority to grant the modification, on proof of its necessity.

*Modification No. 18.*—Employment may continue for thirty minutes in certain cases of an incomplete process.

This appears to be absolutely necessary.

*Modification No. 19.*—As to reporting of accidents in blast furnaces and iron mills.

This modification is proposed to be made generally applicable to all factories.

*R.—Modification No. 23.*

First part, as to holidays, re-enacted.

Second part, permitting females to work after 2 p.m. on Saturday if they have not been employed more than 8 hours on any one day, is not proposed to be re-enacted, no instance being known of its applicability or necessity.

*S.—Modification No. 24. Authorizing Secretary of State to modify regulations as to fencing machinery.*

The necessity for this has not arisen.

*T.—Modification No. 25. That a surgical certificate may be valid in more factories than one.*

The alterations proposed to be made in the granting of surgical certificates would render this enactment unnecessary.

*Male young persons of 16 may be employed as male adults.*

Applications for the modification have only been made to me from a brewery, and from some iron shipbuilders. It has been granted only until 1st July 1870. If it be conceded to one trade that male young persons of 16 years may be employed as male adults, I do not see how it can be refused to any. It is impossible to eliminate the healthy from the unhealthy occupations, or to make the concession only to well-arranged healthy buildings. The occupiers of cotton and other factories have as strong a claim as letter-press printers or ironmasters, and I trust that that which was only intended as a temporary relief may not be made a stepping stone to altering the accepted principle, that a lad is a lad until he is 18.

*U. and V.—No Child to be employed without an Educational Certificate.**No Young Person under 16 to be employed for full time without an Educational Certificate.*

A long and attentive consideration of the half-time system has confirmed more and more strongly the conviction forced upon me years ago that for the simple requirement that education and labour should go hand in hand, the half-time system was not sufficient, as a satisfactory measure of education. I had to consider localities where circumstances were favourable for its successful growth; other places where it could only be considered as a palliative, and again others where it had no existence at all. I have had to consider why it should be so much more successful in one place than another, and whether it could not be brought up to about the same standard everywhere.

My inquiries in the first place were directed to ascertain how far the progress of half-time children would compare in the mass with the progress of the ordinary day scholars in the same schools.

The schoolmasters in my district were good enough to give me very valuable aid in this inquiry, and I was able to obtain the results from upwards of 180 schools containing about 15,000 scholars.

This inquiry was made sometime since, when my district did not extend into Lancashire, and the results refer, therefore, principally to the west riding of Yorkshire, Derbyshire, and Nottinghamshire.

The principal feature which then struck me was the prevalence of the custom of not sending the children to school until they went to work in the factories. This was the



great complaint of the schoolmasters, and its justice is shown in the following tables:—

		Per Centage.	
		Half-timers.	Day scholars.
Learning to read only	- -	26·5	10·7
Learning to read and write only	-	20·9	21·3
Learning to read and write and the four first rules of arithmetic		25·7	41·7
Learning grammar, geography, history, &c.	- - -	26·9	26·3

These results, caused me to advocate as an adjunct to the half-time system, the necessity of school attendance previous to employment being made a condition of employment. This was not listened to for years, but at last men's minds have been so struck with the want of system in education, that employers of labour are now strong advocates of the plan.

But to show how the state of things might be remedied, I selected five factory schools, established by the occupiers of certain factories, who endeavoured to maintain a rule that children should go to the schools before they commenced to work in their factories, and I found the following results: In these five schools—

Learning to read only	- - -	1·2 per cent.
Learning to read and write only	- -	11·0 „
Learning to read and write and four first rules of arithmetic	- - -	47·0 „
Learning grammar, geography, &c.	-	40·8 „

No further proof is needed, I think, to show the necessity of educational training previous to employment.

I think the second proposition is as important as the first, viz., that before being permitted to work for full time a child should be able to pass a certain educational standard.

At the present moment all that parents think of is that their child, whether 13 or not, may, as it is called, “pass the doctor.”

I have already spoken at length upon the evils of this system of opinion overriding fact, of making a healthy physical condition a reason for depriving a child of education; but the plan which I propose would give reality to the objects obtainable by attendance at school, and would stimulate both parents and children, while the work of the schoolmaster would be thereby lightened by the interest and energy with which the children would be inspired.

I have recently received two letters bearing upon this subject, from men of great experience in the factory districts, and well qualified to speak with authority. The first is from E. Salter, Esq., of the British and Foreign School Society. He says,—

“British and Foreign School Society.

“129, Radnor Street, Manchester,

December 9th, 1869.

“SIR,

“I HAD the pleasure of hearing your paper on half-time education read at the educational congress recently held in Manchester.

“Permit me respectfully to express my appreciation of the great practical value attaching to two of your suggestions. I refer, first, to your recommendation that no child shall be allowed to commence half-time work unless he or she can pass fairly, say, in the first standard; and, second, to your proposal that no child shall enter on full time until the age of fourteen, and until he or she can pass, say in the 6th standard.

“In illustration of the necessity of some such provisions as these, I will take the liberty of reciting to you a statement of facts recently made to me by the master of a large British school in ———.

“Mr. B., the master referred to, said that the average age of the half-timers admitted into his school, was  $10\frac{1}{2}$  years, this average being obtained from 1,000 consecutive admissions. Of this large number he affirmed that more than two thirds were unable to read monosyllables when entered upon his register.

“He went on to say that these children came from at least nine different mills, and that so careless were the several mill owners that during the whole time of his connexion with the school, a period of about fourteen years, not one of them ever came to see that the children were under proper training, or showed in any other way whatever the slightest concern about their education. So far from desiring to promote this important matter, Mr. B. expressed his strong suspicion that most of them cared little for infractions of the law, and readily connived at the passing of half-timers for full time before they had attained the legal age.

“In the performance of my regular duties I am brought largely into contact with elementary schools all over the northern half of England; and I confess that to my mind this ——— school is much in accordance with the general condition of things in this respect, and can by no means be fairly considered to constitute in any material circumstance an exceptional case.

“It is unnecessary to point out that the evils chiefly exhibited in the above statement are of a very serious character, being, first, gross and systematic neglect of early training before commencing half-time, and, second, persistent anxiety to evade the law, and to curtail the half-time period by getting the children passed for full time before the proper age.



"It is evident that the first of these evils would be almost entirely removed by the enactment of your first suggestion, and that thereby a great impetus would at once be given to infant schools.

"The second evil would be as effectually grappled with as the first, when it became necessary, in order for a half-timer to become a full-timer, that he should not only be of a given age, but be able also to pass in a given standard.

"When your two pregnant suggestions shall become law, a wonderful quickening will pass over the minds of both parents and employers, one and all combining to secure for the young ones in whom they have an interest an education that shall begin early, proceed vigorously, and be conducted in a limited time to a definite issue.

"I hope and trust that before long your exceedingly valuable proposals will receive full parliamentary endorsement.

"I have, &c.,

"A. Redgrave, Esq.,

"EDWARD SALTER,

"H.M. Inspector of Factories. "Inspector of British Schools."

The other letter is from a schoolmaster of long experience.

"Many thanks for your plan, whereby the educational advantages of our factory system of education may be improved and extended, as shown in your late report.

"I hope you may succeed in establishing a system whereby the short-timers may be kept at school until they are 14 years of age. But the second idea I look upon as the best, viz. that no young person be employed unless he or she produce a certificate as to ability to read, write, and work the first four rules of arithmetic, simple and compound.

"I can speak well of the short-time system in our mills. For 23½ years I taught the British school here; and can testify as to the necessity of the second part of your scheme, from the fact that having now taught a night school four nights per week for 24 years, I find that the great amount of ignorance amongst us arises from the fact that so soon as they pass full time they cease to take any interest in self improvement; in numberless instances neglecting school, Sunday and week day, and spending their time in idleness and dissipation. The complaint is constantly (in coming to night school), I have forgotten how far I had got when I left school.

"Your plan would meet the difficulty, and I think would be a good plan of national education.

"No child or young person to be employed (even the short-timer) unless some educational proficiency was shown. This would drive the parents to see that their pockets would suffer if school was not attended to (for I fear it is pocket more than any thing else). Education must be a condition for employment.

"Certifying schoolmasters should examine applicants for employment, and a given time, say 12 months, before such a scheme come into operation.

“We should soon fill our schools, parents finding that their interests were at stake, and instead of (as now) scheming to keep their children from school would compel their attendance.”

I have no doubt that the two propositions are perfectly feasible. They are considered so by those who have large experience in the manufacturing districts. The latter proposition has already been brought to the notice of Parliament by Col. Akroyd, M.P. for Halifax, but at a time when the public mind was not fully prepared to advance in the direction, and employing about 1,200 half-timers, it is evident that he was prepared to meet any difficulty that might arise in the carrying out such an arrangement.

But there is yet better proof upon this point from a large establishment where both plans are in operation. Mr. J. G. Marshall of the firm of Messrs. Marshall, of Leeds, recently made a communication, which was published in the Yorkshire papers, showing how successfully they were carrying out both these plans. The letter, or that part of it which refers to the half-time system, is as follows:—

“I wish to give you, first, some account of our own experience in Holbeck of the working of the half-time system; then, some remarks as to its application to agriculture; and, finally, some suggestions on the general subject of primary education.

“1. We have used the half-time system largely ever since the passing of the Factory Act, and to some extent before that time. We have provided large schools, in which half-timers and full-timers are taught together. We at present employ 633 half-timers out of a total of 2,874 workpeople.

“2. We have repeatedly compared the progress of the half-timers with that of the children at school all day, and in our judgment, and that of our schoolmasters, the half-timers on the whole fully keep up with children in the same classes who are all day at school. The work in the mill makes the half-timers more intelligent and more alert than those who are wearied by six hours spent in the same occupation. Their attendance at school is more regular.

“3. It is certainly an advantage that, by this system, a regular schooling up to thirteen years of age is secured. Where it does not exist it is common for the children to go to full work, without schooling, at ten years of age. Though we have found children at school even up to thirteen, who, on leaving school for a few months only have lost much of what they had learnt, yet a special examination and comparison between children who had passed through the half-time schooling and those who had not has shown a decided advantage in favour of the former.

“It was stated by Mr. Redgrave, the Factory Inspector, recently, at Manchester, that, whilst amongst children of a certain age at Blackburn and Leeds, where the half-time exists, 25 to 28 per cent. could not read, at Newcastle, where there was no half-time, 53 per cent. could not read.



“4. The parents of the children have never made any objection to the half-time system, and though it is true that many of them only value education as a means of getting employment for their children, yet the more intelligent do approve of and value this means of securing a good education for their children.

“5. Though eight years is the limit as to the age of half-timers by the Factory Act, we do not generally employ them before ten or eleven ; few at nine are considered strong enough.

“6. In the earlier part of this year we made the rule that no child should be admitted to work half-time unless able to pass in the 2nd standard, nor full time unless able to pass in the 3rd standard ; but we have found it necessary to relax the rule as to half-timers, extending admission to those able to pass the 1st standard. This is owing to the extremely low state of education of the children who enter our schools with the object of obtaining work as half-timers. To check this, we made a rule about two years since that no child of eleven should be admitted to our schools who could not read short words. Numbers have been rejected under this rule, some every week.

“7. The children who have been brought up in our schools as half-timers are our best hands, more docile and teachable at their work than others ; and as they grow up to work full time, they give a constant supply of good hands. Thus the school and the mill work in harmony, the mill attracts scholars to the schools which are constantly full, and the school is a constant supply of hands to the mill. We employ no half-timers but those who have entered the school.”

With reference to these educational certificates, I think that nothing will be satisfactory to the people generally unless competent and impartial persons alone are permitted to grant them, and that no one who has anything to do with the administration of the law in factories should have authority to grant certificates. In my opinion, educational certificates should be granted by properly qualified men, inspectors of schools, whether under the Committee of Council or diocesan, by certificated schoolmasters, or by clergymen and ministers.

I have now only to refer to the point which has been a good deal discussed, viz., in what direction the Factory Acts shall be extended so as to diminish the discrepancies between “factories” and “workshops.”

The principle adopted in the Factory Act, 1867, to distinguish a factory from a workshop is, that an establishment in which 50 persons are employed should be a factory, and that where fewer than 50 persons employed the establishment should be a workshop.

I doubt whether this is, upon the whole, the best definition that could be devised for the two classes of works.

Factory legislation started with declaring that establishments in which certain specified occupations were carried on should be "factories." It was clearly advisable that all occupations of a like character, competing one against another in the markets for raw material and manufactured produce and for labour, should be under precisely the same restrictions, consequently it was determined at first to regulate labour in all factories in which textile fabrics were manufactured by the aid of steam or water power; then in all print works; all bleach works, dye works, &c.; lace factories; potteries; fustian cutters; blast furnaces; iron mills and paper mills; glass works; indiarubber works; letter-press printing; bookbinding. In all these establishments, whether one person only is employed or one thousand, the Factory Acts apply. And, last of all, the Act of 1867 enacted that all other establishments in which 50 persons or more are employed should also be factories.

Under this last definition a great number of works have come under my jurisdiction in which children and young persons are never employed, in which there is no machinery, and to which it is quite unnecessary that a formally recurring inspection should be made. The hours of work ought to be regulated in these establishments, and the state of ventilation, &c. also be examined, but this is a duty which could be perfectly well performed by local officers, whether one person or one hundred be employed, who are all adults, and in respect of whom the simple fact to be ascertained is whether the proper hours for females have been exceeded or not. In a great number of trades the hours are regulated by the men themselves, and never reach over 60 hours per week.

The occupations which have been named expressly in the Factory Acts are those in which it was known that a great number of children and young girls and boys are employed, and I think the more judicious way of extending the operation of the Factory Acts will be to bring under the operation of the factory regulations, by the same principle, all trades in which the youngest class of hands are employed. The greater number of such trades are now well known to me, from the reports of the exhaustive Children's Employment Commissioners, and from the facts which have come before me in the administration of Factory Acts. I should propose, therefore, to name those trades expressly as constituting the premises "factories," and place them under supervision, without reference to the number of persons employed.



After very careful inquiry into the trades in which the younger hands are employed, by myself and by the Sub-Inspectors of my district, I think the following are the trades to be added to the Factory Acts:—

The clipping, finishing, or dressing of lace.

The making up, sewing, or finishing of hosiery, or winding for the same.

The making of Straw plait.

Artificial flowers and feathers.

Cardboard and paper boxes, envelopes, paper stamping and embossing.

Electro-plate; silver plate; Britannia metal.

Steel pens.

Tools.

Lamps.

Japanned ware and papier maché.

Nails and screws.

Buttons.

Pins, needles, hooks and eyes.

Fish hooks.

Guns.

Jewellery.

Metal bedsteads and articles in brass.

Articles of bone, ivory, shell, and horn.

There is a very great jealousy among employers when some are under the restrictions of the Factory Acts, and others, carrying on smaller trades, are under the restrictions of the Workshops Act, and this jealousy will, in my opinion, be increased rather than diminished by lowering the defining number which distinguishes a factory from a workshop.

At present 50 persons are required to be employed to constitute the establishment a factory. The occupiers of these establishments complain that the smaller establishments are under different and necessarily much less stringent regulations. If the number be lowered from 50 to 20, for instance, the effect will be that the number of complainants is increased, while the ground of complaint remains unremedied. I think, also, that if the number of persons employed in a factory, without reference to the particular occupation, or whether adults only are employed, is to constitute the definition of what shall constitute a factory, that a very great number of works which are now under our inspection ought to be withdrawn from us, and placed under the local authorities.

There are hundreds of printers and bookbinders in small country towns, employing one or two lads from 14 years of

age and upwards, whose establishments might with perfect propriety be placed under the supervision of the local authorities; there are tobacco pipe makers, fustian cutters; there are warehouses in Manchester and elsewhere in which but two or three lads are employed; all of which would with more propriety be placed under the local authorities than small places with even ten hands, if any of those hands were children.

I think, therefore, that the principle which should rule the definition between a factory and a workshop should be the nature of the occupation; and when the definition has been carried to include all known occupations, there should be this further definition of what shall constitute a factory, any premises in which any manufacture or process is carried on in connexion with which children are employed.

The Factory Inspectors have dealt for so many years with the school attendance of children, and it is a question that requires so much tact and patience, that they would administer this portion of the factory regulations with much more success than the officer of a local authority.

The proposition for placing under the supervision of the Factory Inspectors all trades giving employment to children, *i.e.* half-timers, has been generally approved. To show how much this is needed, I will quote a report made to me by Mr. Lakeman upon the industries of the eastern counties, in which he notices the exclusive employment of children in the straw plaiting and hairseat weaving in that district:—

“The local industries of the eastern counties not subject to factory legislation may be divided into two classes; they are centred in neighbouring districts.

“One class of trade is carried on in workshops, the other in dwelling houses.

“The extent of those trades (Norwich excepted) is of a medium character. The former class requires no special comment, only so far as it operates prejudicially upon those of a like occupation, who, by reason of their employing 50 hands, are subject to the Factory Act Extension Act of 1867, whilst the other, being as yet, from the inefficient administration of the Workshop Act, external to the influence of any Act, demands some attention.

“The state of local industries pleads strongly, I think, for a revision of the Act.

“I can name firms who employ 50 hands and upwards in a local trade who cheerfully obey the Factory Acts, yet by their sides are occupiers with a few less than 50, not interfered with by the local authorities, and therefore enabled to undersell their neighbours.

“In Norwich there are a great number of garret masters, employing young girls from a dozen downwards in the shoe trade;



their existence has been a source of vexation to the occupiers of shoe factories, by reason of the lengthened hours the hands were employed. Now that an officer has been appointed by the local authority I hope they will be visited as regularly as factories.

"In Melford, Glemsford, and Haverhill the cocoa fibre manufacturing and horse hair weaving are carried on in factories and workshops.

"I have visited all of them, though some of the occupiers of workshops know very well that they are not subject to the same mode of inspection as those under the Factory Act.

"The children of these places grow up in dense ignorance. At the age of five years they learn to ply their nimble fingers in plaiting straw or in 'serving' the horse hair weaver with the hair that forms the woof of the cloth.

"I have collected much information during my visits to these places, and from the gentlemen whose names are given below valuable confirmatory evidence has been kindly given to me.

"In nearly every cottage in Long Melford is a loom for horse-hair weaving. A female child, termed a 'server' sits on the left-hand side of the weaver, holding a bundle of arranged horsehair in her left hand ; the weaver holds in her right hand a lath with a crook at the left end, which is introduced through the flax warps from right to left ; the left hand end of the lath is then close to the server, who instantly hooks on to it a hair, which the weaver as quickly draws through from left to right. This process is continued with great dexterity ; the lath passes through the warps about 30 times a minute, as nearly as I could count ; and every time the child fixes on the hair a motion of her body is necessary, forwards, to put the hair on, and backwards to take the next hair in readiness for the weaver's lath.

"The position is injurious to those little ones ; they are obliged to submit to an offensive smell proceeding from the warps and prepared hair ; they sit all day for 12, 13, 14, and sometimes 15 hours in a confined and close room.

"These little creatures know no relaxation from toil, no play as children expect, no schooling, except what the Sunday school affords, and from tender age to womanhood they pass away their days without one ray of light, or cheerful pastime to gladden their lives.

"The straw plait workers are oppositely circumstanced. As soon as a child is an adept she can wander forth, talking, laughing, gossiping, and plaiting. They earn but little, although whole families depend solely upon this trade for a livelihood.

"As soon as boys can work on the land, *i.e.*, at nine years of age, they give up the plaiting, but the girls continue it ; even when married they devote their idle time to it.

"Men sometimes plait after their day's work ; they make but little progress as their fingers have lost their cunning by reason of non-flexibility.

"In this trade there is no schooling for the young, except the learning to plait. I find there are three such schools where pro-

iciency in the art of straw plaiting is the aim of their lives. Ignorance, dirtiness, and vice prevail extensively amongst them.

“The Rev. H. Bree of Melford says, that children are taken to serve at the hand looms at five years old, and are kept at work from morning till night; these private looms simply ruin our schools for girls. Surely, says the rev. gentleman, the Workshop Act ought to touch these.

“Mr. Jones, certifying surgeon, Melford, states, that the cocoa fibre and horsehair manufacturers have caused the straw plait trade to fall off, and he gives as his opinion ‘that very young children are employed in both trades for very long hours.’

“Dr. Brainsford, of Haverhill, states that the cocoa fibre and horsehair factories have caused the straw plait workers to abandon their trade for the more lucrative employment, but that in villages around Haverhill large numbers of children are at work plaiting straw. The whole juvenile population are engaged in it, and two schools termed ‘plait schools’ are conducted by old women for the sole object of teaching children to plait.

“Mr. Lynch, certifying surgeon of Sudbury, informs me that the plait trade is extensively carried on in the villages on the Essex side of the Stour.

“It is usual for whole families to be engaged in the work; from the most tender age children are taught to plait; before they can scarcely walk they are sent to the plaiting school to be taken care of. These children grow up in foul air, dirt, and neglect.

“Mr. Lynch further observes, that where plaiting is extensively practised the girls are very ignorant, bad needlewomen, and bad housewives.

“When young they earn enough to keep themselves, and prefer the idle gossiping life they are enabled to lead to any other more conducive to their domestic or moral welfare.

“It is known that busy homes, but vacant minds, dirty cottages, neglected children, and illegitimate births are the ordinary results.

“Perhaps some additional measure may be introduced, extending the Factory Act of 1867 to other trades, so as to embrace the whole of those engaged in local industries, and in every trade where infants, or even children of eight years of age, are sent to work, I trust it may be found necessary for the Inspectors of Factories to act.”

By the present Workshop Act a child must attend school ten hours per week, by attendances of not less than two hours.

By assimilating the regulations of the Factory and the Workshops Acts children would be required to attend every day.

It has been suggested in many quarters that such a regulation could not be carried out in brickfields, and it has been proposed to make special regulations for brickfields.



In my last report I stated that the brickmakers near the metropolis were preparing to give effect to the educational requirements both of the Factory and of the Workshops Acts, and I certainly fail to see that the half-time system is a bar to the employment of children in brickfields. I do not enter into the question at what age children should be permitted to work in brickfields, whether at 8, 10, or 12, but that they can be employed half-time, and attend school daily, is an accomplished fact. Mr. Whympers, who a few weeks since travelled through the great brickmaking district of Kent, reported to me, at the conclusion of his inspection, that he visited not only the large fields which came under our supervision, but also many of those which from their smaller size were workshops, and under the control of the local authorities, and with respect to these latter establishments he explains that he did not visit them as superseding the local authorities, but for the purpose of inquiry, to ascertain how far the Act had really been carried out in this district. He says,—

“The result of my inquiries was that the Act had been most strictly observed, and had already done a very great amount of good, in making work more regular, and in causing the very young children either to be dismissed or attend school. I was surprised greatly by the unanimity with which these statements were made. The Rainham schoolmaster told me that he had children now (*i.e.*, after the end of brickmaking season,) coming to school, who had only first come to school last summer under the compulsion of the Act, and who (he was convinced) would never have come at all but for that compulsion. The Act was therefore not only bearing fruit during the season of work, but also originating a habit of school attendance during the winter, when schooling was no longer compulsory.”

I have endeavoured to give an outline of the codification I would propose of the present Factory Regulations. There are many details which are of importance, as, for instance, the proper definition of a factory, so as to combine the various definitions given in the Printworks, Bleachworks, and Lace Factories Acts; but these will be better understood when brought together as proposed to be enacted, and I have therefore prepared the draft of a Bill embodying the alterations proposed, and consolidating the whole of the Acts, as well as the draft of a Bill for amending the Workshops Act, as I have proposed in the succeeding part of this Report.

#### *Amendment of the Workshop Act.*

The administration of the Workshop Regulation Act, 1867, has been the cause of very great anxiety to me as well as to

the members of my staff. We had, as a primary duty, to explain and to simplify the regulations of the Factory Act of 1867, and in the course of our duties we found, side by side with factories in which we had to insist upon the cessation of work at 6 p.m., and the attendance of children at school, workshops in which such regulations were not only disregarded but not even known. We could not silently pass by such a palpable anomaly, such an injustice to the factory occupier, and such a disregard of the advantages secured to the operatives in workshops, through the ignorance or supineness of local authorities. We have spared no pains to obtain for the Workshop Regulation Act, 1867, a fair trial. My aim has been to keep the local authorities supplied with abstracts, notices, &c. of the Workshop Act, to advise them upon questions of law and of practice, and to render them all the personal assistance which the Sub-Inspector or I could give.

I have in previous reports expressed a sanguine opinion that the Workshop Regulation Act, 1867, could be administered by the local authorities. I have also pointed out that it could not be expected that such an Act would be at once appreciated by local authorities, whose first duty would be to provide for the expense from the local rates of the administration of the Act. I have referred to the passing of the Factory Act of 1833, which was infringed and set at naught for years, notwithstanding the vigilance of Factory Inspectors; and I have contrasted the opposition which the Factory Acts met then with the almost unanimous good feeling which has been exhibited by the occupiers of workshops. If the success of the Workshops Act is measured by the readiness of the occupiers of workshops to accept its provisions, when fully explained to them, nothing can be more satisfactory than the progress made in the observance of the Act. But the explaining bodies, the local authorities, have not shown the same readiness to accept the Act and their responsibilities under it. There are too many who have neither studied to understand the Act themselves, nor sought to make it clear to others.

From the passing of the Act in 1867, the members of my staff have been assiduous in offering their services in explaining the Act, and in smoothing the way for its introduction. First we met Chambers of Commerce and Local Authorities; next we have met the occupiers of workshops collectively, or visited them individually, to aid and advise them.

As an illustration of the manner in which our proceedings are conducted, when necessary, I append an account of a



meeting at Chelmsford of the occupiers of workshops, in order to confer with Mr. Lakeman, the Sub-Inspector for the eastern counties, upon the introduction of the Act into that town :—

#### “THE WORKSHOPS ACT IN CHELMSFORD.

“On Wednesday evening a meeting of the employers of labour in Chelmsford was held at the Institute, in consequence of the Workshops Regulation Act coming into operation, when Mr. J. B. Lakeman, the Government Inspector of Factories in the eastern district, who had been invited, was present, to explain the law, and afford any information required as to the employment of women, children, and young persons. There were present Mr. Coleman, Mr. Morton, Mr. A. Meggy (clerk to the board of health), Mr. Johns, Mr. Beach, Mr. J. Taylor, Mr. Bond, Mr. Brand, Mr. Turner, and about a dozen other employers of labour ; but it did not, from the attendance, seem to be generally understood that this is a law which will affect every one who carries on any business which comes under the description of handicraft, however small, not only in Chelmsford but in all the other towns of the county.

“Mr. Coleman was called to the chair, and briefly introduced the Inspector.

“Mr. Lakeman, after observing that he appeared before them with perfect willingness, as he deemed it part of his duty to respond to any invitation of this kind, and to look to the interests of those who employed labour as well as of those who were employed in it. It was a good omen to find that through the kindness of Mr. Taylor they had been ready to meet him there that night, as it showed they were willing to obey the law, and to do the utmost for those in their employ. He then proceeded to read the instructions from the Chief Inspector as to the effect of the law and the mode of carrying it out. The first suggestion was that the Inspector should keep in view that it was the local authority who were to carry out this Workshops Act, and he should advise with that authority, and assist them in every way he could. Where the Act had not been put in force and administered, he should call on the local authority, and point out to them that it was their duty to enforce the law, and that if they did not steps would be taken to compel them to do so. He wished this to be noticed and understood. That night he should be prepared to answer any question that might be put to him, with the view of explaining the effect and operation of the Act ; and with their permission they would first take the provisions of the Act, so far as they could go into them. The Workshops Regulation Act was an appendage to the Factory Act of 1867, which enumerated certain trades that were under it, irrespective of the number employed, such as iron and brass works, &c., which were under the provisions of the Act, though there might be only five or ten people employed. The old Factory Act took every place where there were more than 50 people employed ; the Workshops Act

took all places under 50, however small the number employed. Section 4 (the interpretation clause) enacts that a child should mean any child under 13 years old, but that would not come into operation till July next; at present the age was 12. Under the Factory Act he took cognizance of all under 18, and of all females, though they might be adults. The places throughout the length and breadth of this county, however small, that might be construed as carrying on a handicraft, would come under the Workshops Act, the provisions of which, as he had stated, were to be enforced by the local authority, so that nothing could escape.

“Mr. Taylor.—So that a large proportion of the works in Chelmsford would not come under your supervision?”

“The Inspector said, no, they would not. There were a few factories which came under the Factory Act, but all others would come under the Workshops Act. With respect to the employment of children, young persons, and women, they could be employed on ordinary days from six to six, and on Saturday from six to two. These were what they termed hours of labour in the factory districts. The Workshops Act, however, allowed them to begin and finish their work between five in the morning and nine at night. They could adopt for themselves any intermediate hours, as from seven to seven, eight to eight, up to from nine to nine; but they could not go on after two on Saturday afternoon, though they began later in the morning, unless they got the sanction of the Secretary of State.

“Mr. Taylor asked if a printer could work from nine to nine.

“The Inspector said no, because he was under the Factory Act, and was limited to eight o’clock. Another provision was, that no young person or woman could be employed more than twelve hours in the twenty-four, and only between the hours of five in morning and nine at night. Then there came an exception. One section said that no young person or woman should be employed on the Saturday, contrary to the provisions already stated, except where no more than five were employed in the same establishment in manufacturing articles for sale by retail. From this numbers of persons said they were shut out, and did not come under it at all, because they had only five hands. This was not the case. It only applied where articles were made for sale by retail.

“It was asked whether the Act applied to young persons selling goods in shops.

“The Inspector said no; they must not lose sight of the word ‘handicraft;’ that was the foundation of the introduction of the Act.

“It was observed that there was an idea in Chelmsford that they could not employ errand boys after two o’clock on Saturday.

“The Inspector said they must confine themselves to what the Act said, and, as he had stated, ‘handicraft’ was the foundation of it. If he went into a shop and saw five or six young ladies selling silk or other articles, he would not say “this is a handicraft.” The Act would not interfere in that case.

“The Chairman said he supposed it would apply in the making up of millinery and things of that sort.



“ The Inspector said it would. The officers appointed for that purpose by the local authority would have power to superintend the proper working of this Act, under the orders of the justices of the peace. The local board was bound by law to appoint this officer, but whatever work he did he would do through the medium of the justices of the peace. If he found the law had been broken, he would not go back to the board, but he would go to the justices of the peace and tell his tale, and the justices, finding it well founded, would authorize him to go into the workshop and exercise just as much power as he (the Inspector) had. It was not intended under this Act that the local authority should have the same power as the Inspector had. The officer would not be able to go into a workshop without an order of a magistrate giving power to go in. Section 14 applied to the education of children. A child under the Factory Act was obliged to attend school half the time ; half the time to work, and three hours of the other part of the day to school ; or they could work one day, and go to school five hours the next. The Workshops Act, however, did not say a child should work half the day and go to school the other part ; but it said it should only be employed six hours and thirty minutes, and go to school ten hours in the week. Under the Factory Acts, if a lad were employed under 13, certain certificates would have to be produced, amongst them a certificate of his having gone to school ; and a boy could not go to school before five in the morning nor after six at night. By section 15 the parent was responsible for the boy going to school. The master was responsible, but should the master neglect his duty, and the parent connive at it, he would be equally liable. This applied solely to boys under 13. As he had said, an officer for the purposes of the Act was to be appointed by the local board ; and of course the cost of carrying out the law in Chelmsford must be paid out of the rates of the town. [Laughter.] They now came to the exceptions and modifications of the law. On the 1st of July all temporary modifications of the law would cease. The permanent exceptions were important. There might be some business which, if a man was obliged to conform to the Workshops Act, he could not carry on. If this was the case he could then apply to the Secretary of State, who could authorize him to work at certain periods. The next clause was important to those occupied in millinery and other employments. By this section the Secretary of State, by publication in the Gazette, or otherwise, might give permission that a child, young person, or woman might be employed between two and eight on Saturday, provided arrangements were made to give, on some other week day in every week, a half-holiday of equal length, at the beginning or end of the day’s work. In some towns the market day was on Saturday, and it was found inconvenient to allow the young women to leave off at two o’clock on that day. While he was Inspector in the north of England he met the Early Closing Association on the matter, and on application being made to the Secretary of State an order was made by which the children worked on Saturday, but they had a half-holiday on Thursday instead.

"Mr. Bond said they wanted here to have their half-holiday on Wednesday.

"The Inspector said, then let all agree together, and send up an application to the Secretary of State, to substitute Wednesday, and it would be granted. It was now illegal for any one in Chelmsford to keep their young hands after two o'clock on Saturday, even though they begun at eight; they could have permission to work from two to eight, by asking for it, but not without.

"The Chairman said he was sure they all felt under great obligations to Mr. Lakeman for the manner in which he had explained the provisions of the Act. He supposed it would now be open for any gentlemen to ask questions on any point on which he wished for further information, and he would suggest that it would be advisable for all to study the Act well.

"It was asked if the Act was in force in Chelmsford.

"The Inspector said the Factory Act had been in force a year and a half, though the Workshops Act was not yet enforced in Chelmsford; but they were now getting on well in bringing it into operation in the eastern district. He explained that those under the Factory Act were exempted from the visits of the local officer. He inquired when the board of health here would appoint an officer.

"Mr. A. Meggy (the clerk of the local board) said he supposed they would proceed to appoint an officer at once; but the board had felt there were not many places in Chelmsford where this law would be necessary to be put in force.

"The Inspector said the law should be put in force generally and impartially, and if there were only fifty people in Chelmsford to be protected they would claim as much in the way of protection from the government as if there 500.

"Mr. Johns said he supposed apprentices would be included in the law.

"The Inspector said they would; the master had no privileges as to them.

"Mr. A. Meggy said the young people had now a holiday on Wednesday, and if they were to have a holiday on Saturday the master might not be disposed to give that on Wednesday as well.

"The Inspector repeated what he had said as to substituting the Wednesday for the Saturday.

"Mr. Brand said, I suppose if we close the workshops at two o'clock on Saturday we shall only have to pay for half a day's work? [Laughter.]

"The Inspector said he had nothing to do with wages. The master would calculate the wages by the number of hours a boy worked in a week.

"Mr. Bond asked if the Acts applied to every place, even if there were only two or three employed. Some persons seemed to think it would apply only to those places where there were more than five.

"The Inspector said it would apply to every place where a handicraft was carried on. If there was a shoemaker who had only one apprentice the law would apply to him, and it would be



the duty of the local officer to see that he did not work contrary to the provisions of the Act. Mr. Taylor could tell them that he had to have medical examinations, and certificates, and other things, because he was under the Factories Act; but all those under the Workshops Acts would have to do would be to see that the hours of labour were complied with; and if the local officer had reason to believe that a child was under 13 years of age, he could demand a certificate.

“Mr. A. Meggy said there were penalties under this Act. Was there one for not sending a child to school?”

“The Inspector said a person could be fined for it. There was no doubt in the case of any one wilfully violating the law the penalties would be enforced. They had been enforced in London. He had proof in the eastern district of girls being worked 17 hours a day; he did not like to see a girl doing that.

“Mr. Taylor said the Workshops Act would now come into operation in Chelmsford, and there was a belief that no person would come under it unless they employed more than five.

“The Inspector again explained that this exception as to five only applied to places where articles were manufactured for sale by retail.

“Mr. Morton said the law would have this effect, that where a child under 13 years old was employed it would be discharged. The master would not like the trouble of sending them to school, and they would discharge them, and take them on again when they came over the age.

“The Inspector thought the masters could arrange this. The Workshop Act, he said, applied to every shop, however small the number of persons might be.

“Mr. Taylor said he thought there would be every desire on the part of the people of Chelmsford to comply with the Act in every possible way. He proposed a vote of thanks to the Inspector for his explanation.

“Mr. Morton seconded the motion.

“Mr. Lakeman responded, and said in these matters he felt it his duty as much as he possibly could to consider, not only the interests of those who were employed, but also of the employers of labour, so as to secure a cordial co-operation. [Cheers.]

“A vote of thanks to the Chairman closed the proceedings.”

In June last I requested the Sub-Inspectors to make full inquiries during their inspection of the progress making by the local authorities in administering the Workshops Act, 1867, and to report the result of their inquiries, that I might bring them under your notice at this time. I was also desirous of preparing the fullest details, that I might be prepared to submit to you whatever alterations it might appear to be necessary to make in the Act.

I have received reports full of interesting information, and giving the results of a great deal of their experience in dealing with local authorities, and on the various points in which difficulties have arisen and have stood in the way of a full administration of the Workshops Act.

The first reports to which I beg to call your attention are those of Mr. Whympster, Mr. Oram, and Mr. Henderson, as to the administration of the Workshops Act in the metropolis.

Mr. Whympster's subdivision consists of London south of the Thames, with the counties of Kent, Surrey, and Sussex. His visits in the performance of his regular duties took him necessarily to all the towns in these counties, and he invariably took the opportunity of entering into communication with the local authorities and the occupiers of workshops, and has secured the cordial co-operation of both parties almost universally.

"In endeavouring to promote the administration of the Workshop Act throughout my subdivision, I have, in London and the towns, been in communication with the local authorities. In the purely country districts I have addressed myself to the occupiers of workshops themselves. I adopted this course in the latter case, because, brickmaking being almost the only handicraft affected by the Act, the directories put me easily in the way of ascertaining the names of employers; while the governing bodies, which are mostly vestries, might have been difficult to get at. I thought it better at once to make the Act known to those immediately interested, and to postpone communications with those, whose duty was its administration. Accordingly, in the months of July and August last, abstracts of the Act and letters of explanation were sent to every workshop-brickfield. From many occupiers I received answers, professing willingness to obey the law, and asking for further information. I have found, while travelling in various parts of my district, that these letters were successful at all events in making the existence of restrictions known. In not a few establishments there was even evidence of the restrictions having been carefully observed; and that too not in the neighbourhood of places like Sittingbourne and Faversham, where, as I shall show, the authorities have been active.

"From London south of the Thames, and the other towns, almost all the governing bodies have been good enough to send me detailed accounts of their administration. By means of these I hope to point out to you the places where,—

"I. The authorities have undertaken fully to administer the Act.

"II. Where less (but a great deal) has been done.

"III. Where no systematic course of inspection at all has been considered necessary.

"I. The great majority seem to have thought that their inspectors should begin by finding out and making a list of all the establishments to which the law applies. They would then be in a fair way to learn where close supervision was required, while occupiers, having been informed of their responsibilities, would no longer be able to plead ignorance as an excuse for irregularity. I am informed that the local officers have undertaken to inspect every workshop in the following jurisdictions; viz., Arundel, Ashford, Battle,\* Bermondsey, Bognor, Canterbury,



Chatham, Deal, Dover, Eastbourne, East Grinstead, Faversham, Folkstone, Godalming, Gravesend,\* Kingston-on-Thames, Lindfield, Littlehampton, Lewes, Lewisham, Maidstone, Margate, Milton,\* Richmond, Rochester, Rotherhithe, Ramsgate, Rye, Sittingbourne, Southwark (St. George Martyr), Tonbridge, Tunbridge Wells, Tenterden, Wandsworth, Worthing. In the towns to the names of which an asterisk is prefixed, either a few workshops were designedly omitted, or the inspections have not yet been completed.

“That these inspections have not been mere cursory visits, but that incidental information has been collected, will be seen from the table subjoined, which is compiled from returns furnished by the kindness of the local inspectors. Neither should these gentlemen be suspected of having erred on the side of remissness, for it is within my own knowledge that they have extended their inquiries to many places in reality under the Factory Acts. I may add, that the number of the workshops visited is far from representing the whole number of inspections made. In several places, *e.g.*, in Brighton, in Deal, in Sittingbourne, &c., every workshop had at the date of the inspector's return already been visited twice, or even three times. Complaints also had been attended to.

Description of Handicraft.	Number of Workshops in District.	Number of Workshops inspected.	Number of Workshops employing Children.	Number of Adults.		Number of Young Persons between 12 years and 18 years.		Number of Children between eight years and 12 years.	
				M.	F.	M.	F.	M.	F.
Artificial flowers . . . .	5	5	—	—	11	—	28	—	—
Brewers . . . . .	23	20	—	208	—	18	—	—	—
Bricklayers and plasterers .	20	20	—	170	—	10	—	—	—
Brickmakers . . . . .	55	55	12	814	140	428	123	53	25
Baskets and brushes . . .	11	11	—	9	24	18	1	—	—
Barge builders . . . . .	13	13	—	77	—	44	—	—	—
Blacksmiths . . . . .	39	30	—	71	—	18	—	—	—
Builders . . . . .	89	73	3	900	—	120	—	4	—
Boots and shoes . . . . .	123	116	2	244	45	50	—	3	—
Cabinet makers and upholsterers . . . . .	60	54	—	153	31	45	2	—	—
Carpenters . . . . .	100	82	—	394	—	52	—	—	—
Candles . . . . .	6	6	—	24	—	16	—	—	—
Coach builders . . . . .	40	38	—	151	—	69	—	—	—
Coopers . . . . .	15	12	—	31	—	13	—	—	—
Fire-wood . . . . .	6	6	—	44	27	—	35	—	—
Guns . . . . .	11	11	—	12	—	5	—	—	—
Harness . . . . .	54	53	1	93	—	21	1	1	—
Ironmongers . . . . .	35	35	—	92	—	26	—	—	—
Milliners, &c. . . . .	468	468	—	13	1,756	—	662	—	—
Metals, &c. . . . .	68	59	—	168	—	47	—	—	—
Millers . . . . .	5	5	—	42	—	4	—	1	—
Plumbers, &c. . . . .	53	53	1	197	—	40	—	—	—
Paint . . . . .	14	14	—	31	—	18	—	—	—
Rags . . . . .	6	6	—	18	55	5	—	—	—
Stone masons . . . . .	13	9	—	101	—	18	—	—	—
Saw mills . . . . .	5	5	—	25	—	7	—	—	—
Tailors . . . . .	137	120	—	414	10	80	—	—	—
Tanners . . . . .	9	9	—	75	—	14	—	—	—
Wood turners, &c. . . . .	22	22	—	70	—	45	—	—	—
Watches and jewellers . .	89	89	—	199	1	115	—	—	—
Amount carried forward	1,594	1,499	19	4,840	2,100	1,346	852	62	25

Description of Handicraft.	Number of Work-shops in District.	Number of Work-shops inspected.	Number of Work-shops employing Children.	Number of Adults.		Number of Young Persons between 12 years and 18 years.		Number of Children between eight years and 12 years.	
Amount brought forward	1,594	1,499	19	M. 4,840	F. 2,100	M. 1,346	F. 852	M. 62	F. 25
Weavers	6	6	—	26	—	19	—	—	—
Various trades in each of which fewer than five workshops are returned	74	74	1	200	221	190	106	2	—
Totals	1,674	1,579	20	5,066	2,321	1,555	958	64	25

II. Other authorities have not made so exhaustive an investigation. These have hitherto limited themselves to a general distribution of abstracts of the Act, &c., and to the actual inspection of those trades and establishments which their local knowledge has suggested to them as requiring attention. They have considered that it would be time enough to visit others when increased experience should show a necessity for doing so, or rumours of infringement should reach them. I give a statement of the whole number of workshops visited, and of the different classes of workers; not, however, distinguishing the various trades, which are much the same as those mentioned in the former table. The districts included are St. Giles Camberwell, Croydon, Guildford, Kingston, Lambeth, Plumstead, St. Saviour's Southwark, Sheerness, and Woolwich:—

Workshops visited.	Workshops employing Children.	Number Adults.		Number Young Persons.		Number Children.	
		M.	F.	M.	F.	M.	F.
340	4	379	1,387	331	580	1	3

Thus it will be seen, from the two tables taken together, that 1,919 workshops, employing 12,570 persons of all ages, have been inspected by officers of the local authority in Kent, Surrey, and Sussex alone.

“None of the inspectors appear to have met with any difficulty or obstruction. A few instances are indeed reported where information was at first refused, but in every one of these it was afterwards given; while over and over again witness is born to the civility of employers, and their willingness to conform to the law. The inspectors, for their part, have, wherever possible, very judiciously preferred to caution rather than to punish.

“By far the greatest number of infringements for which cautions were administered have been cases of overtime in the Saturday afternoons. I am inclined to think that the number of these would not have stood as high as it does, had it been in



every instance understood by the inspectors, that 2 p.m. is not under all circumstances the extreme limit of the hours of work on the half-holiday. Neither is it clear to me that the provisions under which another day may be substituted for Saturday were sufficiently known. The infringers cautioned have been almost exclusively milliners and dressmakers, &c., and it is upon them alone that in my subdivision the Act presses at all hardly. In the districts of Kent, Surrey, and Sussex, both rural and urban, there are no aggregations of particular local industries. Females and young persons are employed by twos and threes in the trades ordinarily carried on in town and country. There is no temptation to excess of labour, and consequently the Act for the most part does but authoritatively require what is already a habit. But among the milliners, &c. there is the old difficulty that theirs is a 'season trade,' and that too, under conditions which render strict regularity very difficult, and evasion very easy. Customers are, more often than not, impatient. Employers are not, as a rule, persons of much capital. They cannot therefore afford to enlarge their premises (even if the premises admit of enlargement), and thus by taking in space for more 'hands' to increase their power of production. The nature of the handicraft forbids the substitution of adult males for females. It follows that such of the work as can be done off the premises is likely to be taken home and finished, under circumstances more unfavourable to health than if the girls had remained in the workrooms. Some milliners even think it probable that in certain cases those who have hitherto been lodged on the premises may be directed to find lodgings for themselves, in order that, as outworkers, they may become available for work not completed within the regular hours of the workshop itself. Concessions have been granted to other trades, where the claim for them, at all events in the interest of the employed, does not seem so strong.

"The proceedings actually taken have been, with three exceptions against brickmakers, either employers or parents. They occurred on two separate occasions in two neighbouring jurisdictions, soon after that the authorities had begun to put the Act into operation :—

Trade of Persons summoned.	No.	Locality.	Results.
Brickmakers (occupiers)	9	Sittingbourne - -	Convicted.
Brickmakers (parents) -	9	Sittingbourne - -	Convicted.
Brickmaker (occupier) -	1	Faversham - -	Withdrawn on payment of costs.
Brickmakers (parents) -	6	Faversham - -	Withdrawn on payment of costs.
Milliner - - -	1	Blackheath - -	Convicted.
Mantle-maker - -	1	Lambeth - -	Convicted.
Artificial florist -	1	Southwark - -	Convicted.

"Whether or not it be the result of these proceedings, I cannot say, but certainly within the extensive brickmaking district about Sittingbourne and Faversham the Act has been completely

successful in checking excessive work. I have made many inquiries of all sorts of people, and I have invariably been told that the legal hours were everywhere observed. I have myself been much backwards and forwards in this part of Kent, and my own observation has been to the same effect. I have been moreover surprised to hear the advantages of this regularity already recognized by persons whose prejudices might rather have been expected to favour licence, and who had certainly not very earnest views on the subject of social improvement. I mean by publicans. The necessity for steadier work is said to have been already seen to produce its usual consequences, in diminished drunkenness, in earlier hours, and in less riotous living. I confess that this seems to be almost too good to be so soon true; yet I was told it not once, but repeatedly by those who had the best opportunities of judging.

“As the brickmakers include almost all the persons proceeded against, so do they, on the other hand, supply almost all the 93 ‘children.’ Only 15 are employed in other trades, and most of these even were at the dates of the inspections about to be dismissed.

“It would be absurd to say much about the educational results of a system which has been enforced only during a few months, and which has affected so few persons. Moreover, in the Sittingbourne district, Factory Act brickfields are so mixed up with Workshop Act brickfields that what information I have refers as well to school attendance under the Factory Act Extension Act as to that under the Workshop Act. Speaking, however, of both Acts together, I may say that educational compulsion promises well, and has been thoroughly well received. Under the latter head, the Rev. J. S. Hoare, Rector of Murston, and principal manager of a school where are many brickfield children, writes to me:—

“‘I consider the experiment to have been eminently successful as far as it went, as applied to brickmaking. The masters were quite ready to co-operate; the workmen cheerfully acquiesced in the regulations, even ready to shorten their own hours of labour. The children gladly came to school, and were both attentive and orderly.’

“Mr. Hewlett, master of the Sittingbourne school, says,—

“‘I find them orderly, attentive, and willing to be taught. Some of the boys were in the school before they entered the factory. Since they began to attend school under the Act, they have given far less trouble in keeping them at their proper duties. This I attribute to the fact that while at work they of necessity attend to their duty, and having acquired the habit, bring it with them into the school.’

“At Rainham school, the master told me of children who had not been to school till compelled by the Act, but who now, during the winter, when there was no longer work, and consequently no longer compulsion, still continued their attendance.

“In this fact, that brickmaking is only a summer employment, lies one of the educational difficulties untouched by the law.



The children forget during the winter what they have learned during their summer schooling. The Rev J. S. Hoare, in the letter quoted above, says,—

“In my own particular school, I believe I could gather in these children, and would willingly receive them even gratuitously, at least saving them from the streets, if it were not for the rigid rules of the Committee of Council, which would reduce our grant on the plea of inadequate staff.”

“The close proximity of factory brickfields to workshop brickfields to which I have alluded above makes the difference between the school hours required under the two Acts very apparent, and is, in the opinion of Mr. Hoare, likely to lead to inconvenience and discontent. ‘Parents may with some justice complain of a concession granted to small brickmasters and withheld from the larger fields.’

III. In the following jurisdictions I learn that no systematic course of inspection has been as yet undertaken, viz., Chichester, Hastings, and St. Mary, Newington.

“Of these, in the parish of St. Mary, Newington, and in the borough of Hastings, the authorities have distributed a certain number of notices, and profess readiness to attend to complaints. They are not, as I understand, prepared to do more. That at the latter place, at all events, the measures taken have hardly secured observance of the Act is proved by my having only a few Saturdays since found at several establishments a number of women at work after 4 p.m. The employers asserted that they had no idea that they were breaking the law.

“In the city of Chichester the town clerk, after repeated interviews, conveyed to me the determination of the corporation to take no action whatever under the Act. I consequently myself visited the principal workshops, and gave explanations to the occupiers.

“I did the same thing at Kingston, Southwick, and Portslade in Sussex, where, in addition to a few sail makers and boat builders, there are one or two shipbuilders competing with a shipbuilder at New Shoreham who is under the Factory Act Extension Act. I was unable, within the time then at my disposal, to communicate effectively with the local authorities.

“In conclusion, I would submit that that the above results are, on the whole, very satisfactory. There is but one place where the authorities decide altogether to ignore the Act; there are very many where it is fully carried out; but it remains to be seen whether the promise of the present will be fulfilled in the future. That it will be so in the larger number of these jurisdictions I do not doubt; about some I am not so certain. In these latter there may be two sets of influences at work, and according as one or the other of them prevails, will the restrictions be effective or not. On the one hand, there is the possibility that the governing bodies may grudge the expense of efficient supervision, and that, as a consequence, the efforts of their officers may relax. There is the probability, too, of some of the very persons who compose these bodies being employers within

the meaning of the Act, and thus having to direct supervision against themselves; an application of the law which will hardly quicken their sense of duty. On the other hand, inspection will be stimulated by the natural jealousy of those occupiers, who, working legally themselves, will not tolerate illegality in others, as well as by communications from the employed. I cannot but think, too, that the mere existence of the Act, which will at all events have been made known to all, must gradually tend to secure its objects. The minds of those concerned will begin insensibly to look upon a limitation of hours as a necessary condition of their labour, and they will acquiesce in regularity, as they did hitherto in irregularity. The Factory Acts, penetrating as they now do into almost every town, cannot but have a concurrent effect, in setting an example of efficient administration, and in pointing a contrast, should local efforts be inclined to slacken.

“If some external agency could be devised, by which the more supine of the local authorities might be stimulated and the altogether refractory coerced, I think that in my subdivision the Act would be altogether successful.”

Mr. Oram's report for the east and north-eastern districts of the metropolis is as follows :

“In compliance with your request, that I would forward you a report on the ‘general administration of the Workshops Act,’ I beg to inform you that there is thorough co-operation between the medical officers of health and the Factory Inspectors department, they being ready to attend to any complaints forwarded to them by you in connection with the Workshops Act, whilst I am obliged by any information they can give which may be useful in the performance of my official duties.

“Since the receipt of your letter, I have either had interviews with or received communications from the medical officers of health for the city of London, St. Leonard Shoreditch, St. Matthew Bethnal Green, St. James and St. John Clerkenwell, St. Luke Middlesex, St. George's in the East, Hamlet of Mile End Old Town, Whitechapel, Hackney, and Stoke Newington, Limehouse, and Poplar.

#### *City of London.*

“Dr. Letheby says, with respect to the city of London, that immediately after the passing of the Act he reported on the matter to the Commissioners of Sewers, who are the local authority for the city of London, and advised them as to the best mode of putting the Act in force. He recommended that notice should be given to the owners of workshops in the city, and that a bill of instruction should be furnished to each of them. This was done, and from that time to the present the four sanitary inspectors of the city have periodically visited the workshops, and when necessary the inspection has been made at night, for the purpose of ascertaining whether the provisions of the Act were duly observed. In his own nightly inspections he ascertained that the Jewish slop makers were much in the habit of working



overtime on Thursday night, to make up for the Saturday holiday, but he informs me that on remonstrance the practice was immediately discontinued. He has about 187 workshops in the city, with about 2,000 young persons and women employed in them. They are chiefly milliners, cap makers, mantle makers, and bonnet makers; and he is now preparing fresh notices and instructions which he intends to have distributed and suspended in all the workshops of the city, so that both the employers and employed may know exactly the requirements of the Act, as to times for work on each day of the week, and the times for each meal. The notices will also contain regulations (under the Sanitary Act, 1866,) for cleansing and limewhiting the workshops, for ventilation, and for cubic space per head of the young persons employed. At present he has not had occasion to take any proceedings before the magistrates for infringement of the regulations, as such irregularities have been at once corrected when notice has been given.

“He further informs me that he neither has nor intends to interfere with the children’s attendance at school, as he considers it a matter more particularly belonging to the department of the Inspectors of Factories.

*St. Leonard’s, Shoreditch.*

“Dr. Sutton, the medical officer of health, states that ‘there are two inspectors of nuisances in St. Leonard, Shoreditch, and the duties imposed upon them by the several Acts of Parliament and by the vestry are very many, and it is impossible to carry out this Act more efficiently than is now done in this parish without increasing the staff of sanitary inspectors.’ Every complaint received by the vestry stating that persons were employed contrary to this Act has been immediately inquired into, and when found correct the owner of the workshop has been served with a notice requiring him to discontinue infringing the Act, and the owners have in every case carried out the orders of the notice.

“There are a very great number of small workshops in Saint Leonard’s, Shoreditch, and many of them are very small, therefore to prevent overcrowding he recommended the sanitary authorities to establish the following regulations with respect to cubic space for each person employed in the workshop :

“That every person under 12 years of age employed in a workshop be allowed 300 cubic feet and every adult 350 cubic feet.

“The sanitary inspector has visited 135 workshops, and ascertained by measurement the size of the workshops, in order to ascertain the amount of cubic space allotted to each workman.

“400 copies of the regulations, embodying the chief clauses of the Workshops Regulation Act, have been distributed throughout the parish.

“Four complaints have been received from the Inspector of Factories. Six anonymous complaints have been received by the vestry, and, independently of these complaints, the sanitary

inspector, on visiting the workshops, found that the Act was not carried out in eight.

*St. Matthew's, Bethnal Green.*

"Dr. Sarvis, the medical officer of health, informs me that he has investigated several complaints.

"Placards have been issued and extensively distributed over the parish, and many of the workshops visited. In a parish like this, to carry out the provisions of this Act in their entirety would entail a vast amount of work upon all concerned, and therefore, at present, educating, as it were, towards more efficient operations, is as much as we can expect to attain just now."

"Robt. Paget, Esq., the vestry clerk for St. James' and St. John, Clerkenwell, has written me, stating that the medical officer of health has seen his letter, and entirely endorses what he states.

*Clerkenwell.*

"He remarks, 'that on a communication from Mr. Redgrave being laid before the board, they determined to put the Act into force, passed a resolution to that effect, and referred it to their sanitary committee to give effect to such resolution.

"Accordingly, for the information of the public, and especially for those immediately concerned (employers and employed), the forms obtained from your office, setting forth the provisions and requirements of the Act, were extensively posted about the parish and distributed among the workshops, and also advertised in extenso in the local paper three times a week for a month.

"These forms have been reprinted by the vestry, for the purpose of being issued from time to time, and keeping the provisions of the Act alive.

"The result has been, that some few complaints have been made to the vestry of infringements of the Act, which have been referred to the medical officer of health, with instructions to take such steps with reference thereto as he may deem fit. He has done so; the grounds of complaint have been removed,---at any rate the complaints have not been repeated,---and the vestry have not had occasion to resort to legal proceedings in any case.'

*St. Luke's, Middlesex.*

"Dr. Pavy, the medical officer of health, informs me, that whenever a complaint falling within the scope of the Act has been made, it has been investigated, and duly received attention.

"The vestry, however, has not yet decided upon carrying out any initiative measures, although this matter has received consideration. It may be said, however, still to be under consideration.

*St. George's in the East.*

"Dr. Rygate, the medical officer of health, states that he at all times causes immediate inquiry to be made into any cases of



complaint, and the operation of the Sanitary Act, 1866, brings him into frequent contact with many of the workshops in the district. He has caused the abstracts of the Act to be circulated throughout his district.

*“ Milend Old Town.*

“Dr. Conner, the medical officer of health, states that the vestry have had placards containing the principal provisions of the Act printed and circulated, and that on receiving any complaints they will receive due attention.

*“ Whitechapel.*

“Dr. Liddell, the medical officer of health, informs me that the sanitary inspectors have visited 38 workshops. Of these, 6 were found to be overcrowded, 28 were in a dirty and unwholesome condition, and in no case was there any other provision made for ventilation than by the windows, which in the winter will probably be kept closed. On revisiting the workshops, it was found that the overcrowding had ceased, and the rooms had been cleansed. The greater number of the workshops recently visited are occupied by Jews, who employ several hands as tailors. The occupiers of these workshops are for the most part willing to comply with the sanitary regulations of the Workshops Act, but they strongly object to that portion of the Act which prohibits them from working on Sundays. In Dr. Liddell's opinion all the provisions of this Act which are not of a sanitary nature should be enforced by the police, and the duties of the sanitary inspectors ought to be confined to the carrying into effect the provisions relating to the want of cleanliness, overcrowding, defective ventilation, and insufficient privy accommodation.’

*“ Hackney and Stoke Newington.*

“Dr. Tripe, the medical officer of health, has drawn attention to the principal provisions of the Workshops Act, in the annual report of the board of works for that district, and states that the officers of the sanitary staff have inspected a large number of workplaces, served an abstract of the Act on 203 occupiers of workshops, and distributed 500 handbills. He inquires into all complaints, and has obtained conviction in three prosecutions.

“He has personally inspected several workshops, to see how the sanitary regulations are carried out, and especially to ascertain if overcrowding exists. The sanitary inspectors have measured above 200 rooms in 63 workshops, to ascertain the cubical contents, allowing in sedentary employments 200 cubic feet, and in laborious labour 300 cubic feet for each person working therein. He has found a decided and definite course in the matter of overcrowding answer well, and gives notice in cases where a less space is allowed.

*“Limehouse, &c.*

“Dr. Rogers, the medical officer of health, states ‘that an abstract of the principal regulations of the Act has been made, and posted about the district. The forms regulating the half-holiday and the hours of work, &c., have been distributed to the managers of workshops, together with the abstract before mentioned, and I believe the provisions of the Act are fairly comprehended.’

*“Poplar.*

“Dr. Ellison and Dr. Woodforde, the medical officers of health to the board of works, which includes Bromley and Bow, state :—

“‘In respect of putting the provisions of the Workshop Act into operation in this district, we have commenced ascertaining by inspection, or by such other means of information as we may be able to obtain, the whole of the workshops and establishments to which the statute applies. The names, addresses, nature of business, together with the age, sex, and number of persons employed, also means of ventilation and sanitary condition, and other necessary particulars, will be entered in a register kept for that purpose.

“‘The occupiers will then be each served with notices embodying the principal clauses of the Act, also notices regulating the hours of work, and Saturday half-holiday, to be filled up and signed by the employer, and hung up in each workroom or shop, as the case may be. The district being then placed under notice, we shall then be in a position to take proceedings as complaints may from time to time arise.

“‘With regard to the educational clauses, we do not at present intend to interfere, our object being to enforce the sanitary clauses and regulating the hours of labour.’

Mr. Henderson’s labours are confined almost entirely to the east and west central, western, and northern districts of the metropolis. He has found the vestries and boards of work, who are charged with the administration of the Act, generally ready to put a stop to any irregularity when brought to their notice, but, with a few exceptions, not equally ready to put into existence a thoroughly effective restriction of workshops.

“In conformity with your instructions, I have endeavoured to ascertain how far the local authorities in my subdivision of the metropolis have carried out the provisions of the “Workshops Regulation Act, 1867.”

“I do not find in any case that either the vestry or the district board of works have established any special machinery for the administration of this Act. Generally they have been satisfied with remitting the whole matter to the medical officer of the district, without making any provision for the additional labour which its effective enforcement would entail upon that gentleman, and his staff of sanitary inspectors. This is a point upon which



I have heard many complaints. Indeed in the parish of Saint Pancras it has been represented to me that the vestry, instead of making any allowance for an increase of work in the sanitary department, have positively reduced the staff of inspectors since the Workshops Regulation Act came into operation. Under these circumstances, the medical officer of health for the parish of Saint Pancras informed me that he found it impracticable to devote much attention to the Workshops Regulation Act, without neglecting other and more pressing duties affecting the health and well-being of the parishioners.

"The Act, therefore, does not appear to be administered by the local authorities in my district of the metropolis in a uniform or systematic manner. Each local medical officer has dealt with it according to his individual idea of its importance and value as a sanitary measure, and this will explain in some degree why it should appear in the following statement that so much more has been done in the way of enforcing the Act in one parish or district compared with another.

*" St. George's, Hanover Square.*

"In the parish of Saint George's, Hanover Square, Dr. Aldis, the medical officer, has throughout earnestly sought to enforce the several provisions of the Workshops Regulation Act with systematic impartiality, and as there are in this parish a large number of millinery and dressmaking establishments, a class of workshops in which there is at times great pressure put upon the work-people to remain at work beyond the legal time, Dr. Aldis's efficient administration of the law has been productive of the very best results.

"The following is a list of the prosecutions undertaken by Dr. Aldis under the Workshops Regulation Act between the months of April and September 1869.

"April 21. Madam Armandine, milliner, &c., New Bond Street.

„ 26. Mr. John Williams, milliner, Lupus Street, Pimlico.

"May 12. Mrs. O'Grady or Fletcher, milliner, South Audley Street.

„ Miss Margaret Graham, dressmaker, Conduit Street.

„ 21. Mrs. J. H. Hilton, dressmaker, 54, Brook Street, Grosvenor Square.

"June 4. Mr. Jules Leblond, dressmaker, &c., 147, New Bond Street.

„ Mrs. Jessie Pettit, dressmaker, 65, New Bond Street.

„ 16. Miss Margaret Graham, dressmaker, Conduit Street (second conviction).

„ Madame Devy, (Lt.) dressmaker, Grosvenor Street.

„ 30. Madame Le Jeune, dressmaker, George Street, Hanover Square.

„ Madame Golay, dressmaker, Davies Street, Berkeley Square.

"August 25. Mr. Henry Richards and Mrs. Henry Richards and Rogers, dressmakers, 71, Davies Street.

*“Paddington.*

“In the parish of Paddington, Dr. Hardwicke, the medical officer, has also enforced the Act with some vigour. I had the pleasure of having a very satisfactory interview with the sanitary committee of this vestry and Dr. Hardwicke at one of their ordinary meetings. The committee expressed themselves as highly favourable to the principle of the Workshops Regulation Act, and Dr. Hardwicke was encouraged to have the whole of the workshops in the parish systematically registered, and inspected periodically and as occasion might require. In Paddington no difficulty whatever has been felt in inducing employers to comply with this Act, and Dr. Hardwicke has not found it necessary to institute any prosecutions.

*“St. Marylebone.*

“Dr. Whitmore, the medical officer of health for the parish of St. Marylebone, has been good enough to furnish me with a statement respecting the administration of the Act in that district, in which he says,—

“Since the Act has been in operation, I have had 52 complaints made to me, all for working over hours, chiefly on the Saturday afternoon. Of these five were made verbally, and forty-seven by letter. Nineteen of the latter were anonymous. The result of inquiries made into these complaints are as follows:—False reports and no grounds for complaint, 23, and promises given to comply with the Act, 27. Summoned for refusal to comply with the Act, and fined by the magistrate the mere costs, 2. Total 52. In almost every instance the workwomen were parties to the infringement of the Act, they being anxious to get extra pay for overtime, and it was much to their annoyance that they were prosecuted. In one case only was the workroom found to be overcrowded. The workrooms generally were clean comfortable, and well ventilated.

*“Islington.*

“The extent to which the Workshops Regulation Act has been enforced in the parish of Islington will perhaps be best ascertained from the following extract from the last report of Dr. Ballard, the local medical officer, and which the latter has kindly sent to me. Dr. Ballard says,—

“An inquiry which I instituted here has demonstrated that there exists in this parish a very large number of such establishments as would fall naturally under the operation of this Act. The most numerous trades are those of artificial flower making, millinery, and mantle making, and it was thought that to these, and especially to the first of them, it would be highly desirable that the Act should be applied. The difficulties we have met with, however, are such as to have entirely prevented our taking any action to enforce its provisions. First of all, the local authority has only power of entry on complaint, and



“ with the order of a magistrate. Secondly, when entry has  
“ been obtained into a place where children are employed there  
“ is no way of arriving at their age except by interrogating the  
“ children themselves, who find it to the interest of themselves  
“ and their parents to tell the most palpable falsehoods upon this  
“ subject. Thirdly, the permanent exceptions are of such a  
“ nature as render it morally impossible to bring home to offenders  
“ an infringement of the Act without such an expenditure of  
“ time in the inquiry by our inspectors as I have not felt  
“ warranted in sanctioning under the circumstances. And, lastly,  
“ a number of representations made to me by artificial flower  
“ makers has convinced me that the exigencies of their trade,  
“ from the great irregularity of the orders they receive, are such  
“ that for the present it would be inexpedient to press this Act  
“ stringently against them. Excellent then as the provisions of  
“ the Act are in their intention, and highly necessary as I find it to  
“ be that the hours of labour of young children and young persons  
“ in this parish should be regulated authoritatively, I have felt it  
“ beyond my power to enforce them here as yet, and have con-  
“ sequently limited myself to requiring the provisions of the  
“ Sanitary Act to be observed, which enables us to deal with  
“ such questions as unwholesome crowding, cleanliness, and  
“ ventilation.”

“ *St. Pancras.*

“ In the parish of Saint Pancass, Dr. Stevenson, the medical officer of health, informs me, that all complaints made to him relative to the infringement of the Workshops Regulation Act are investigated and reported upon ; but that, for the reason I have already referred to, namely, the curtailment of the staff of sanitary inspectors, no regular system of inspection of workshops has been established. One case Dr. Stevenson reported to the vestry for prosecution, but the latter refused its sanction, and the matter dropped.

“ *St. James', Westminster.*

“ From a return which has been forwarded to me by Mr. Buzzard, clerk to the vestry of St. James', Westminster, I learn that the Workshop Act is carefully administered in that parish. Numerous visits have been paid to workshops in which it was supposed the law was being evaded, and although no prosecutions have been entered upon during the past year the efficient action of the sanitary officers in this district cannot fail to have been productive of good results.

“ *Chelsea.*

“ Dr. Barclay, the medical officer of health for the parish of Chelsea, in a recent report to the vestry on the subject of the Workshops Regulation Act states that a register of the workshops in the district is kept by the sanitary inspector, and that any complaint of any breach of the Act is at once attended to. In

only one case has it been found necessary to prosecute an employer in this parish.

*“ St. Martin in-the-Fields.*

“From a letter I have received from Mr. Lionel J. Beale, the medical officer of health for the parish of Saint Martin’s in-the-Fields, I learned that the Act in that district is also regularly administered. The workshops are visited either by Mr. Beale himself or by the inspector of nuisances. The law, he remarks, is well known to those employed, but no complaints have been made, nor have there been any prosecutions. Mr. Beale adds, “I have had no difficulty in examining the premises, and making such inquiries as I have thought fit.”

*“ Strand District Board of Works.*

“Dr. Conway Evans, the medical officer of health for the Strand District Board of Works, in his last report on the sanitary condition of that district, remarks, that “during the past year the provisions of the Workshop Regulation Act, 1867, have, so far as practicable, been enforced in the district. Many of the employments to which these regulations apply, and in respect to which notices have been served from this office, are enumerated in the accompanying table. In two instances, one a theatrical costumier, the other a milliner, in which these provisions were infringed, notwithstanding repeated warning, legal proceedings were taken before the magistrates at Bow Street and Marlborough Street respectively, and in both cases penalties were inflicted. Important modifications have recently been introduced into the Workshops Regulation Act, by order of the Secretary of State for the Home Department, and these, in their future working, will unquestionably be found to press less severely upon both employers and employed than the regulations in the form in which they were originally issued.”

*“ Holborn District.*

“Dr. S. Gibbon, the medical officer of health for the Holborn District Board of Works, has been good enough to forward a communication to me, in which he says, ‘During the past year we have attended to about six complaints, and have enforced the cleaning and improved ventilation of about the same number of workshops. Besides the distribution of handbills, we have taken no other action under the Act. We have compiled no register. The Act is a very valuable one, and now that this board has increased its sanitary staff I hope to be able to form a register, and initiate periodical inspections of all workshops in the district.’

*“ St. Giles’ District.*

“Mr. R. Finnis, the clerk to the Saint Giles’ District Board of Works, informs me that the Workshops Act is enforced by the sanitary staff when any complaint is made.



*“ Westminster District.*

“ The clerk to the Westminster Board of Works, Mr. E. Hollis, writes me to the effect : “ We have no workshops in these parishes which come under the Act.”

“ With the exception of Dr. Ballard, the medical officer for the parish of Islington, no representative of any local authority with whom I have communicated has made any complaint to me of having met with any difficulty in enforcing the provisions of the Workshops Regulation Act, when they offered to do so. On the contrary I have heard the opinion very generally expressed among them that the owners and occupiers of workshops have been most ready and willing to comply with the law. The Islington district is an important one, so far as the enforcement of the Workshops Regulation Act is concerned. It embraces a large population engaged in manufactures, and many of them are employed in large establishments, which come under my own supervision as Sub-Inspector of Factories. It is obviously inflicting a grave injustice, both on employers and employed, to insist that the hours of work shall be restricted in these places, while in the smaller workshops they are permitted practically to work what hours they please.” The prosecutions which have taken place in my district of London have been exclusively among milliners and dressmakers, and these are two branches of business exceptionally liable to sudden and short-timed orders, owing to the frequent changes of season and fashion.

Next to the metropolis, the most important part of my district is Manchester. For Manchester, Mr. Meade King reports as follows :—

“ In compliance with your request, I beg to report to you such information as I have been able to gather on the progress made in the administration of the Workshops Regulation Act, 1867, in my subdivision.

“ In the city of Manchester the administration of the Act has been intrusted by the local authority to the officer of health, who would strictly enforce all its provisions had he sufficient time at his disposal, but the many duties which devolve upon his office must of necessity preclude the possibility of his enforcing compliance with all the requirements of the Workshops Act, which can only be done by personal and periodical visitations. I may mention, therefore, that those clauses of the Act which have reference to the attendance at school of children employed in workshops are, for the most part, left to the good sense of the parents and employers. Copies of an abstract of the Act, prepared by Mr. Oram, have been distributed amongst occupiers of workshops, by the superintendents of police in their respective divisions. Since the law on the subject has been thus published, the attention of the officer of health, as well as of myself, has been frequently directed, by anonymous correspondence and other means, to infringements of those clauses of the Act which regulate the hours of labour, and provide for

sufficient ventilation of the workrooms, &c. All such complaints the officer of health personally investigates, with a view to procuring or enforcing the proper remedies. And it can scarcely be possible for him more fully to administer the provisions of the Workshop Acts, by reason, as I have previously observed, of the duties which devolve upon him as an important officer of the corporation.

"I have myself paid several visits to the workshops, against which, or the occupiers of which, I have received complaints. But whether I make a personal investigation or not, my practice is to forward or report all complaints I receive against workshops to the officer of health."

Mr. Coles, who has the supervision of Salford, Pendleton, Bury, &c., reports:—

"During the last two or three months I have, in addition to my usual duties, made a strict inquiry throughout the whole of my subdivision into the manner in which the Workshops Regulation Act is being carried out by the various local authorities.

"I have accordingly visited a large number of workshops in every part of my district, and have either personally had interviews or held communications with all the local boards in whose jurisdictions the various workshops throughout my subdivision are located. I am sorry to say that the enforcement of the Workshops Act was at first taken up most slowly and reluctantly by the local powers.

"In August last, when I commenced my inquiries, I found that out of 13 local boards only four had moved at all in the matter, and what had been done by these merely consisted, in most cases, in having issued notices, reminding occupiers of workshops of the existence of the Act, and pointing out its various regulations, but not following it up by any organized system of inspection.

"Since I communicated with the various local boards, the matter has been taken up more extensively. Still, however, there is a very lukewarm spirit manifested, and the local authorities seem to regard the matter as a very unpleasant duty thrust upon them, and only act because they think themselves compelled.

"I propose, first, to give you a list of the places in my subdivision which form the seats of the various local boards, stating what I found at the time of my inquiry had been done by each in the matter of the Workshops Act. I will then give you my opinion as to the likelihood of the Act being carried out efficiently by the local authorities, and propose some suggestions as to where I think the Act may be usefully amended.

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"The total number of workshops in my district will be, at a rough calculation, about 1,270.

"Manchester (Cheetham township, about 60 workshops). Local authority, mayor and corporation.



“Only a very small portion of the city of Manchester, (Cheet-ham township) lies in my subdivision, and contains, I should think, about 60 workshops.

“You will learn better from my colleague, who has charge of nearly the whole of Manchester, what the local authorities are doing in the matter of the Workshops Act.

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“Salford (about 800 workshops). Local authority, mayor and corporation.

“The local authorities of the borough of Salford took up the Workshops Act very reluctantly. Up to the middle of April last they had done nothing. On the 21st April they issued a notice, which they caused to be posted on the walls of the borough, drawing the attention of the occupiers of workshops to the Act, and put it into the hands of Dr. Syson, medical officer of health, to see it carried out. Dr. Syson appointed Mr. Bell, nuisance inspector, to visit the various works. Mr. Bell is a very active officer, and would, I believe, have done his duty well, but he is already overburdened with work, and after visiting a small portion of the workshops he was called off by other duties, and, I believe, he has not been able to go on since with his inspection. I enclose a copy of a report I received from him concerning the workshops he visited in Salford. You will perceive that his remarks on the workshops are chiefly of a sanitary character.

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“Bury (about 200 workshops). Local authority, improvement commissioners.

“The local authority at Bury is vested in a board of improvement commissioners. Nothing was done by them in the matter of the Workshops Act until March 1869. Owing then to solicitation on our part they issued a circular, which I enclose, but up to the last two or three weeks they took no active steps to enforce the Act. They have now, I hear, given directions to the inspector of nuisances to visit the various workshops, and report.

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“Heywood (about 52 workshops). Local authority, local board of health.

“The local board of health of this place had taken no steps to carry out the Workshops Act up to the end of August last. I then saw the chairman of the local board, and, after talking over the subject with him, he undertook to see the matter attended to. Immediately after this the board appointed an Inspector for this purpose, and I believe he has visited all the workshops within the jurisdiction of the local board.

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“ Middleton (about 12 workshops). Local authority, local board of health.

“ The workshops in this place consist chiefly of cottage houses, in which the manufacture of hat trimmings (by hand) is carried on. I visited most, if not all, of these workshops, on the 17th of August last, and found a number of very little children, some barely 8 years old, employed, among other hands, in them. The children were for the most part employed in turning by manual power the wheels or cranks of the smallware looms. On inquiry, I found they were in the habit of working very long hours, without attending school as required by the Workshops Act.

“ In consequence of my report, you communicated, I believe, with the chairman of the local board on the subject. I also have seen the clerk to the board since, but, so far as I could learn, nothing had been done to enforce the Act.

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“ Buxton (about 6 workshops). Local authority, local board of health.

“ The only places in Buxton coming under the Workshops Act are the dressmaking and millinery establishments. I visited the place, and drew the attention of the local board to the Workshops Act, on the 27th of August last. Up to that time nothing had been done. Since then I have received a communication from the clerk, informing me that the board had taken up the Act.

*“ New Mills, Disley, &c.*

“ After making inquiry, I cannot hear of any place coming under the Workshops Act in this part of my district.

*“ Hollinwood.*

“ This part of my district lies within the jurisdiction of the mayor and corporation of Oldham, forming part of the borough of Oldham. The Sub-inspector for Oldham will best inform you as to what the local authorities there are doing in the matter of the Workshops Act. There is only one place, so far as I can learn, in Hollinwood, (a rope and twine factory,) coming under that Act. I have visited it, and found the occupier duly carrying out the law.

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“ The places that follow are villages in the suburbs of Manchester.

“ Newton Heath (about 40 workshops). Local authority, local board of health.



“This was the first local board in my subdivision to take up the Workshops Act, and the Inspector appointed by the board has, I believe, visited each workshop.

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“Failsworth (about 12 workshops). Local authority, local board of health.

“Nothing was done before August last by this board in the matter of the Workshops Act. Since then, owing to my solicitation, they have appointed an Inspector, and are seeing to the Act being carried out.

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“Swinton, Pendlebury, and part of Worsley (under one board; about 10 workshops). Local authority, local board of health.

“I have brought the matter of the Workshops Act under the notice of the Local Board, and they have promised to attend to it. I cannot hear, however, that any active steps have been taken up to this time.

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“Crumpsall (about 12 workshops). Local authority, local board of health.

“Same remarks as of Swinton.

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“Eccles and Patricroft (under one board, about 20 workshops). Local authority, local board of health.

“Same remarks as of Swinton.

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“Blackley, Moston, and Harpurhey (under one board, about 40 workshops). Local authority, board of guardians.

“There is no local board of health for these places. The local authority is vested in the board of guardians. Owing to an interview I had with their clerk, a month or so since, the board have appointed their nuisance inspector to superintend the carrying out of the Workshops Act, and I believe he has visited all places under the Act.”

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Mr. Coles subsequently forwarded to me the following Report on Workshops made to him by the Sanitary Inspector of Salford, showing the course of his proceedings under the Act:

No. on Register.	Name of Firm.	Street where situate.	Trade.	REMARKS.
230	S. Phillips -	Palmer Street	Cap Maker -	Workroom very dirty; not been limewashed for years; promised to have it done at once.
801	A. Tucker -	Salford Bridge	Sign Writer -	Large, clean, and well ventilated.
800	W. F. and T. Richmond.	Chapel Street	Smithy -	Very dirty; will limewash at once.
686	J. Stillings -	Blackfriars Street.	Plumber -	Large, clean, and well ventilated.
467	W. Owens -	" "	Joiner -	Ditto Ditto.
738	J. Dalton -	Barlows Croft	Size Maker -	Ditto Ditto.
346	F. Bowden -	" "	Wood Turner	Small and clean.
807	J. Wragg -	Blackfriars Street.	Whip Maker -	Ditto.
853	J. Cheetham -	Chapel Street	Wire Worker	Small, and requires limewashing; has promised to do it at once.
854	E. Jackson -	Blackfriars Street.	Ticket Writer	Large, clean, &c.
855	J. Oates -	Chapel Street	Tin Plate Worker.	Ditto.
804	J. Kirkham -	Clowes Street	Saw Mills -	Ditto.
805	Harrison and Sons.	Bonding Warehouse.	Cotton Mills -	Ditto.
264	G. Minshull -	Quay Street -	Clogger -	Small, clean, &c.
807	W. Weston -	"	Wood Turner	Ditto has limewashed the shop when called on to do so.
45	C. Bent -	Chapel Street	Shoe Maker -	Clean, but small.
65	J. J. Cookson	New Bailey Street.	"	Ditto.
540	J. Smith -	" "	Polish and Lead Works.	Large and well ventilated.
215	J. Hand -	" "	Upholsterer, &c.	Ditto Ditto.
812	T. M. and P. Bass.	Worsley Street	Saw Mills -	Ditto Ditto.
814	A. Holt -	Brown Street	Nail Maker -	Four men work in a small cellar, which is quite black and dirty.
176	J. Fenton -	Spaw Street -	Saw Mill -	Large and clean.
733	W. Birch -	Gore Street -	Machine Works	Small; requires limewashing; has promised to do it.
666	W. Chadwick	"	Plumber -	Large and clean.
673	Harrison and Son.	Brown Cross Street.	"	Large and clean; refused to give any information or receive a paper.

"The owners of workshops upon whom I called were very civil, and gave me every information, after I had explained who I was, and the working of the Act.



“The only exception was at Messrs. Harrison and Son, Brown Cross Street, who would have nothing to do with either me or the Act.

“JOHN H. BELL.”

In the district of Leeds and the neighbourhood, and the towns between Leeds and Hull, MR. RICKARDS reports.

“REFERRING to your letter of 10th July 1869, I beg to hand you my report on the operation of the Workshops Act in my subdivision.

“On the receipt of your letter, I addressed the following questions to the officers in the various towns in my subdivision, charged with the administration of the Act.

“‘1. What number of places have you under the Workshop Act?

“‘2. What are the principal trades, and the estimated number in each trade?

“‘3. Is there any complaint about the Act.

“‘4. Is it fairly obeyed?

“‘5. Have you any trades now under it that you think should be transferred to the Factory Act?

“‘6. From what you have seen of the working of the Act, have you any modifications to recommend?

“‘7. Have you any difficulty in carrying out the Act?’

“These questions were answered by all to whom they were addressed, except the town clerk of Pontefract.

“From the reply to No. 1, I find there are 1,944 places in my subdivision visited by the various officers appointed by the local authorities, viz., Leeds, 1,300; Hull, 400; York, 150; Knaresboro’, 31; Bingley, 18; Keighley, 14; Beverley, 20; Otley, 6; Tadcaster, 5; Total, 1,944. In addition to this, there are many places in which no special officer is charged to administer the law;—*e.g.*, Castleford, Knottingsley, Selby, Wetherby, Harrogate, Padsey, Morley, and the various country places in the district; in these I think there will be at least 150 places under the Act. At Pontefract the mayor has had some abstracts distributed by the superintendent of police, but as yet I have no information from him.

“I will now give some of the replies to my questions, arranged according to the towns.

“‘Leeds. Inspector says to Qu. No. 3. Is there any complaint about the Act?—Milliners and dressmakers complain that they are unable to carry out funeral and wedding orders in busy times, and comply with the Act as to time and holiday regulations.

“‘No. 4. Is it fairly obeyed?—Yes.

“‘No. 6. Have you any modifications in the Act to recommend?—Yes, the same power should be given to Inspectors of Workshops as are conferred upon Factory Inspectors.

“‘They should have the right of entrance, without having to go before a magistrate every time they are wishful to visit a workshop where they may suspect the Act is being broken.

“ ‘Also the owner of a workshop should be compelled to put up a notice in some conspicuous place in the workshop of the time of commencing and leaving off work, and the time when meals are taken, as in factories.

“ ‘Also, where persons have different days for their half-holiday, the names of all having their holiday on any other day but Saturday should be written and posted in some conspicuous place, stating the days on which each person has his or her holiday.

“ ‘Also the Act should be made as near as possible to the Factory Act.

“ ‘Also it might be made identical with the Factory Act, without seriously inconveniencing any one in this district.

“ Question No. 7. Have you any difficulty in carrying out the Act.

“ ‘Reply.—Yes. By the wording of the Act, and the modifications introduced by the Secretary of State, it is next to an impossibility to carry it out strictly. There are no specific meal times. There is no specified time between six in the morning and nine o’clock at night when all the hands in a workshop are to begin or give up, or take meals. A workshop may open at six in the morning and not close till nine at night; and there are no means of telling (except by the workpeople themselves) whether they have been violating the law or not. A person may come at 6, stop  $3\frac{1}{2}$  hours for dinner, and work till 9, as one day work from nine to nine, and another day from six to six, and in the same workshop some workpeople may work on the same day six to six, others seven to seven, others eight to eight, and others nine to nine, and nothing required to be put up to indicate what hands are working the different hours; or an Inspector may find a young person working at nine o’clock at night, and next morning at six, and not know whether the Act is being violated or not. He may find them working on the same day at six in the morning and nine in the evening, and not know whether the Act is violated or not.

“ ‘Also then the half holidays on different days cannot possibly be checked by any Inspector.

“ ‘Also the half holidays may at any time be given during the week, and no record required to be kept when any one has been given. Unless an Inspector can be present daily he has no means of ascertaining how the Act is carried out.

The Hull Inspector says :

“ Question No. 3.—Are there any complaints about the Act? —Yes. Brick-makers employ boys about six months during the summer from 11 to 13 years of age, who earn from 5s. to 7s. per week. Masters refuse to employ them in consequence of the provisions of the Act. The boys are consequently thrown on the streets; the same is the case in saw mills, where boys are employed at very light work, but the masters refuse to employ them for the same reason; consequently there is a great pecuniary loss to the parents.



“Qu. No. 5. From what you have seen of the working of the Act, have you any modifications to recommend ?

“Reply.—I am informed that in some millinery establishments the young women have their half-holiday, but their wages are stopped. In one establishment of the same kind, the young women employed say that although they have their half-holiday, the masters get two hours more work during the week than was the case previous to the Act being brought into operation.

“I have no reason to think there was any dissatisfaction amongst the workpeople generally before the passing of the Act.

“Qu. No. 4.—Is it fairly obeyed ?

“Reply.—Yes, it is, but in many cases reluctantly, and often with pecuniary loss both to employess and employed.

“In many establishments where boys might be employed the masters refuse to take them subject to the provisions of the Act, and the time of such boys is therefore spent in compulsory idleness.

“Qu. 7.—Have you any difficulty in carrying out the Act ?

“Reply.—The principal difficulty was in the case of seed-crushers, but this has been met by their being allowed to employ a second set of hands during the night.

Bingley Inspector says :

“Qu. No. 5.—Have you any trades now under it that you think should be transferred to the Factory Act ?

“Reply.—Yes one paper-tube maker.

“This is a trade where many young children from 8 to 13 years of age are employed, and before the Workshops Act came into force children of seven years of age were, I know, employed for 12 hours a day.”

The Keighley Inspector says,—

“Qu. 3.—Is there any complaint about the Act ?

“Reply.—Some of them say that at Leeds and Bradford they are not under the Act unless they employ more than five persons.

“Qu. 5.—I think the paper-tube makers ought to be placed under the Act.

“The most urgent objections to the working of the Act are given, as will be seen, by the inspectors at Leeds and Hull ; from the other places the reports are that the Act is fairly obeyed, and is carried out without any difficulty, and I believe, except in the cases named, it has been accepted readily as a great boon.”

There are a vast number of workshops in Sheffield, which, indeed, of all the towns in my district, would seem most to require the intervention of an authority to regulate excessive labour ; nothing has been done, and the mayor and corporation have refused even to inquire into complaints forwarded to them. Mr. Gould reports thus :—

“In compliance with your instructions of 17th July last, I beg to report upon the reception accorded to the ‘Workshops Act, 1867,’ in the various districts of the Sheffield subdivision.

"The towns governed by either a corporate body or a local board, in those portions of Yorkshire, Nottinghamshire, Lincolnshire, and Derbyshire which are comprised in the subdivision in question, are,

			Popul. about
Yorkshire.	Sheffield	-	230,000.
	Rotherham	-	26,000.
	Doncaster	-	17,500.
Notts.	Worksop	-	8,000.
	Retford	-	10,000.
Lincolnshire.	Brigg	-	3,500.
	Gainsborough	-	8,000.
Derbyshire.	Chesterfield	-	14,000.

"There are also several villages in the district, governed by neither local board nor any tangible authority, wherein children, young persons, and women are employed in various trades, and which the "Workshops Act," as at present framed, is powerless to touch.

"Of the towns above-named, the only one in which the carrying out of the "Workshops Act" would seem to present any difficulty, is Sheffield.

"In the other seven, situated as they are, for the most part, in purely agricultural districts, and having no staple trades of their own, there are very few establishments, except those of milliners, dressmakers, and clothiers, which are not provided for by the Factory Acts.

"I may therefore for the moment dismiss them, merely saying that the greatest courtesy has been shown me by the local authorities in each, who express themselves as ready and willing to carry out any instructions they may receive.

"With respect to Sheffield, I am sorry to be compelled to report a totally different feeling on the part of the local authorities. From interviews I have on various occasions held with these gentlemen (commencing in January 1868), and reported to you, as well as from your personal experience of their views, you are aware that a disinclination, in the first instance, to act, has been followed by a distinct refusal to move in the matter at all. The real reasons for such refusal are very palpable, but are entirely beside the purpose of this report. The alleged reasons are, (1) the inefficacy of the Act to compel them to carry it out, and, (2) that superior powers are conveyed to the Inspectors of Factories, who, says the chairman of the board, 'are the individuals intended to put the Act in force, and paid for that special purpose.'

"The result is, that since the local authorities repudiate their responsibility, nothing has been done in Sheffield to diminish the immense amount of discontent arising from the inequality of the privileges accorded respectively to those who work in factories and workshops.

"In Sheffield alone, exclusive of the villages referred to above, where a large amount of work incidental to the staple trades of



the district is carried on, there are, roughly, about 2,500 workshops, in which are employed variously from 49 down to two or three hands; and from the total absence of supervision on the part of the local authorities, and the consequent facilities afforded for employing young hands, and working them any hours, the occupiers of these workshops are enabled to compete at a very great advantage with the occupiers of the factories.

“The difference is most severely felt in the silver plating, electro, and Britannia metal works.

“I have in a former report to you strongly recommended that some special trades, at present exclusively carried on in ‘workshops,’ should be included among those subject to the provisions of the Factory Acts; such as, wood turning, horn, bone, ivory cutting, &c, because they are principally carried on in buildings the greater part of which are devoted to trades already under the Factory Acts, and are intimately connected with such trades. Therefore, by doing away with the contrast at present existing in the treatment of the two cases, the thorough working of the Factory Acts will be greatly facilitated; but whether you endorse my recommendation or not, it will be utterly impossible to carry out the Factory Acts in Sheffield satisfactorily, unless either the local authorities are compelled to carry out in their entirety the provisions of the ‘Workshops Act,’ or a completely new arrangement be made.

“I beg, then, most distinctly to state,—

“(1.) That no reason can be alleged by the local authorities of Sheffield for declining to bring the Act in question into operation which cannot be urged with equal or even greater force by the local authorities of other towns where the Act is in full vigour.

“(2.) That the character of the Sheffield trades generally would render such local supervision, if possible, more efficacious than in most other places.

“(3.) That the utility of the Factory Acts, as regards Sheffield, is greatly impaired, and its administration neutralized, by the present state of affairs, and by the attitude of antagonism assumed by the local authorities.

“I may be permitted to offer a suggestion as to the means by which, in my opinion, the difficulties or objections to carrying out the ‘Workshops’ Act might be overcome, as the objects of both the ‘Factory’ and ‘Workshops’ Acts are practically the same. And as the trades which are carried on in establishments under the latter are frequently identical with or closely allied to those which are carried on in ‘factories,’ it seems to me that a government supervision would be highly desirable in both cases. For instance, a jobbing cutler, who employs, say, his wife and one boy, would surely require less looking after than a scissor manufacturer, boot and shoe maker, or comb manufacturer, who employs, say, 20 to 40 girls and women; yet, there being steam power used in the first case for perhaps an hour a day, the cutler is under the ‘Factory’ Acts, the latter under the ‘Workshops.’ I would suggest that the

superintendence of both Acts be under the Inspectors of Factories."

In the Bradford district Mr. Paget reports that much has been done. He says,

"I have endeavoured to ascertain, as accurately as possible, the number of establishments to which the Workshops Regulation Act, 1867, applies, in my district, as well as to obtain any information as to the practical working of the Act.

"My district includes Bradford, Wakefield, Dewsbury, Batley, Heckmondwike, Cleckheaton, Ossett, Birstal, Thornton, Horbury, Mirfield, Ravensthorpe, Wilsden, and Haworth, but I think there are so few places in the five last-mentioned districts that there is little necessity to mention them particularly.

*"Bradford.*

"By your directions, I brought the matter under the notice of the town council, early in the year 1868, who at once set themselves to carry out the Act. The duty devolved upon the sanitary committee of the council, who appointed Mr. Pickles, the smoke inspector, Inspector of Workshops, acting under the direction of the town clerk, Mr. McGowan. I have every reason to believe that at the present moment the Act as a whole is working well. There have been but few prosecutions, and I think the manner in which the Act has been administered reflects great credit on the sanitary committee, Mr. McGowan, and Mr. Pickles.

"Mr. Pickles informs me that some of the milliners who substitute another day for the Saturday half-holiday are very anxious to be allowed to employ their workers till 10 p.m. on that night, saying, they would gladly give them more than the time lost on another day; but I am particularly requested to state that, in the opinion of the sanitary committee, any such relaxation of the provisions of the Act would be highly inexpedient; and further, that they consider that the regulation as to the Saturday half-holiday should apply to all places, whether less or more than five persons are employed. Many complaints have been made to Mr. Pickles by the employed people, and by those who employ more than five persons, who consider the distinction an unfair one.

"The committee are of opinion that the same power of entry should be possessed by an Inspector of Workshops as by an Inspector or Sub-Inspector of Factories.

"Mr. Pickles states that he sees no reason why the half-time system should not be introduced in all places where children are employed, and that in fact in many of the workshops the children are actually attending school on that system.

"Mr. Pickles is of opinion that to make the school certificates of practical use they should be kept, not merely for a month, but for six months, as under the Factory Acts, and that the Inspector of Workshops should have power to demand their production.

"There are 324 workshops in the borough, 54 of which are millinery establishments, and the remainder are miscellaneous trades.



*“ Wakefield.*

“The Act is administered by the chief constable, acting under the town clerk. Abstracts have been distributed by him to all millinery establishments (where, I believe, the Act is in full working order), but as yet to no others.

“A list of all the workshops has been prepared, and I have a promise that they shall at once be visited. The total number is 250.

*“ Batley.*

“The administration of the Act is in the hands of the sanitary inspector, acting under the town clerk. The former reports to me, ‘As far as I can ascertain, the proximate number of places within the powers of the Workshops Regulation Act, 1867, is about 100, and generally the requirements of the Act are complied with. I have not been able to ascertain any breach of its provisions.’

*“ Dewsbury.*

“The town clerk writes, ‘I have to inform you that our town council have appointed an inspector under the Act, and have distributed copies of the ‘Abstracts of the Act’ amongst the persons most likely to come under the provisions of the Act, for the information and guidance of such persons, but as yet we have had no cases of infringement of such regulations reported to the town council.’

“The town clerk states that they have no list of the places; in fact I much doubt if all the places under the Act have been visited, or if any attention has practically been paid to the matter, although in July last I called on the town clerk, who gave the information similar to that of which I have sent a copy. He was then apparently under the impression that the Act only applied to millinery establishments. I pointed out his mistake, and told him I thought he would find there were more workshops than he expected. Judging by the return from Batley there may be perhaps 100.

*“ Heckmondwike.*

“Here the clerk to the local board of health is the Inspector of Workshops. He informs me that there are about 30 in the district.

“I am without accurate information as to the working of the Act, but I believe it is fairly observed.

*“ Cleckheaton.*

“I have called the attention of the local board to the matter, but up to three weeks ago nothing whatever had been done.

“The clerk to the board has promised me that proper steps shall be taken. I should say there might be about 30 workshops in the district.

“ *Ossett.*

“Here there is no local authority. I have had some difficulty in ascertaining the number of workshops, and the names of the occupiers, but I have within the last few days, through the kindness of the assistant collector of taxes, Mr. Lodge, obtained a list, and I will send them abstracts of the Act. The number is 110.

“ *Birstal.*

“The local board of health have requested permission to employ police serjeant George Ellis, W. R. Constabulary, now inspector of nuisances, as Inspector of Workshops, and believe that there will be no objection on the part of the chief constable to this course. Nothing has yet been done, but the number of workshops will not be more than six.

“ *Thornton.*

“I am informed by the clerk to the local board of health that there are five workshops in Thornton which have all been served with the necessary papers. There are two large shawl manufactories where children are employed.

“The approximate total number is 985, viz:—

Bradford	-	-	-	-	-	324
Wakefield	-	-	-	-	-	250
Batley	-	-	-	-	-	100
Dewsbury	-	-	-	-	-	100
Hecmondwike	-	-	-	-	-	30
Cleckheaton (say)	-	-	-	-	-	30
Ossett	-	-	-	-	-	110
Birstal	-	-	-	-	-	6
Thornton	-	-	-	-	-	5
Horbury	}	(say)	-	-	-	30
Mirfield						
Ravensthorpe						
Wilsden						
Haworth						
Total	-	-	-	-	-	985

“It appears to me to be very desirable that the provisions relative to the Saturday half-holiday should be extended to all establishments, whatever the number employed may be; that the Inspector of Workshops should have the same power of entry as an Inspector of Factories; and that all places where children are employed should be under the Factory Act, for I fear the Workshops Regulation Act, 1867, is a failure from an educational point of view.

“Bradford has shown that where there is a will there is a way to carry out the spirit of this Act; and I think I ought not to



omit to mention that, in my opinion, much of the success of the Act here is due to the determination shown by Mr. James Law (mayor of this borough last year), that at all events it should have a fair trial. I well remember his speaking to that effect at the meeting of the town council which I attended.

“Such places as Wakefield and Dewsbury show, at all events, that in some places the local authorities do not act with any promptness in the matter, and it is, I think, highly necessary that means should be adopted to secure uniformity in the administration of the Act.

Dr. Bridges’ report for the Halifax District :—

“The condition of the Halifax district with reference to the Workshops Act may be broadly stated in very few words.

“The local authority in Halifax enforces the Act. The local authorities of the neighbourhood of Halifax do not. I have had communications, verbal and written, with the local board of Todmorden, Hebden Bridge, Sowerby Bridge, Elland, and Brighouse. In Hebden Bridge a constable has, I believe, been sent round once with notices. But his visits are not renewed. In the other places nothing has been done. The subject has been brought up for discussion at least twice by the local boards of Todmorden and of Brighouse; but the result was simply a tacit agreement to shelve the matter. The other boards have hardly gone so far as to make it a subject of formal discussion.

“Very different is the attitude of the Halifax corporation. A police sergeant in plain clothes visits periodically a large proportion of the workshops in the town. He met at first with some opposition; but that has ceased, and from the time that I have held office here no prosecution under the Act has taken place.

“It would, however, be saying a good deal too much if I were to state that the inspection of workshops as carried on by this official is altogether adequate, as matured by the standard got up by the Factory Extension Act of 1867. In the first place, it is certain that not nearly all the places that come under the denomination of workshops have been visited. He has supplied me with a list of the Halifax Workshops, which I subjoin.

Number visited.	Number in Halifax Directory.
41 Milliners and dress makers - -	{ 63 milliners, &c. 50 drapers.
13 Joiners and cabinet makers - -	94
7 Boot makers - - -	118
6 Waste dealers - - -	25
8 Brickfields - - -	6
5 Ropewalks - - -	8
3 Blacksmiths - - -	No entry.
3 Painters - - -	20
3 Brush makers - - -	7 (one is under Act of 1867.)
2 Pianoforte makers - - -	2
2 Tin-plate workers - - -	9

Number visited.	Number in Halifax. Directory.	
2 Carpet warehouses	-	No entry.
1 Corkcutter	-	3
1 Paper bag maker	-	1
1 Washer maker	-	No entry.
1 Small ware dealer	-	8
1 Brace maker	-	8 (one is under Act of 1867.)
3 Plumbers	-	18

"About two hundred women, the Inspector informs me, are employed in the above shops, and about 46 children under twelve years of age.

"But it suffices to contrast the number of workshops visited with those mentioned in the Halifax directory, which I also insert, to be convinced that the inspection thus carried on, though creditable to the corporation of Halifax, is yet far from complete.

"I am of course far from implying that the number as found in the directory represent the number of workshops as defined by the Act; but it is certain that a considerable number of those not visited so are now. And it is also certain that any of them may at any moment, by taking in an apprentice, come under the Act.

"I may observe also that the above list omits altogether certain trades, amongst others the stone quarries, which abound in Halifax and the neighbourhood. I have visited several of these, and in nearly every case have found young children under the age of 13, often under the age of 12.

"With regard to the degree of success with which the law is carried out in Halifax, I can say that in all places where children under twelve are employed I have found the greatest willingness to carry out the provision of the Act. In the brickfields and ropewalks in or near Halifax children attend school quite as regularly and for exactly the same number of hours as the factory children; and I may observe that in the brickfields, quarries, and ropewalks of other places, some of which had, previously to my visit, never even heard of the Act, I found, generally speaking, both masters and men very well disposed to carry it out.

"On coming next to the far more numerous collection of trades in which no children are employed, but only young persons or women, my experience convinces me that in the large majority of these the law would require very little trouble to enforce, because, owing to changes which have taken place during the last ten years, the habits of the people have spontaneously accommodated themselves to its provisions.

"In all the various branches of the building trade, in stone quarries, and in a large number of the trades that fall under the Factory Extension Act, the weekly hours of labour are considerably less than those permitted by the Factory Act, so that a comparatively rapid inspection of the shops engaged in those trades would suffice. It is true that when the trade of the country is active, there is a constant liability to overtime. But the increased price which in so many trades is paid for overtime



labour, and the growing repugnance to overtime among the working classes, tend constantly to diminish this difficulty."

There are very few workshops in the neighbourhood of Huddersfield Mr. Thornhill reports that there have been.

"The Workshops Act will not (as far as I can see) affect this subdivision. We have no great trade in which a few persons are employed which does not already come under the Factory Act, 1867.

"There are a few staymakers in the Kirkburton district, and a few handloom weavers in Denby Dale, and Clayton West, to whom the Act will be most beneficial.

"It appears to me that the details of inspecting these outlying places might be intrusted to the rural police, as they are constantly passing backwards and forwards.

"In Huddersfield the corporation and police are quite determined to carry out the Act.

"In fact they have already appointed an inspector, who has already fined two firms under the Workshops Act.

"I think, however, as the total number of workshops in the borough of Huddersfield sent into me are only thirteen, they can hardly be aware how far the Act extends.

"I have also had a list of fourteen works from Barnsley.

"As Barnsley has been lately incorporated, any movement as regards the Workshops Act has been necessarily delayed, but I think there will not be much difficulty there.

"It is utterly impossible even to guess at how many workshops there may be in the subdivision.

"I think that when the Act is properly understood there would not be much difficulty in carrying it out here at a trifling expense.

Prosecutions by the local authority of Huddersfield under the Workshops Act.

"Mrs. Field, milliner, New Street, August 15th, 1869. Summoned for breach of Workshops Act, by working young ladies untill 10 p.m. Fined 1s. and costs.

"Mrs. North, milliner, Wentworth Street, July 5th, 1869. Summoned for breach of Workshops Act, by allowing two young ladies work to 11½ hours in one day. 1s. and costs.

In Nottingham there is a great need of a thorough administration of the Act. The difficulties are well described by Mr. Oswald.

"In compliance with your letter of the 28th June, I have communicated with the principal local authorities of my subdivision, and endeavoured to ascertain how far the Workshops Act is being administered.

"In Nottingham things remain pretty much as at the date of my last report. As far as the hours of work are concerned, the regulations are tolerably well kept in these shops, which are occasionally visited either by the local inspector or myself; but

the educational clause is I fear almost a dead letter, as I find the attendance at the schools very small, and except in some of the larger places school certificates are seldom produced when asked for. There are also hundreds of workshops that have never been inspected at all, and the police inspector who has been directed to attend to this Act informs me that he cannot give anything like proper attention to it, in addition to his regular duties.

“At an interview with the mayor, he informed me that the corporation declined to take any further steps until the Act was enforced in the suburbs. He advised that all the district should be under one authority ; that their officer should have the power of entry without a special order ; and that the employer should be compelled to state his hours of work on a notice.

“He also seemed to think that it would be very advisable to bring a large jurisdiction of additional works under the jurisdiction of the Factory Inspectors.

“On the 14th September I attended a special meeting of the Derby town council, when the superintendant of police and inspector of nuisances were appointed to see that the Act was obeyed.

“Several strong speeches were made in opposition, but they emanated from parties who come under the operations of the Act, and object to be looked after by their own neighbours and servants.

“As far as Derby is concerned the educational advantages will be very small until the clause of the Factory Act allowing children of eleven to work full time in silk mills is repealed.

“On the 21st September I had an interview with the town clerk of Lincoln, who has since written to say that an Inspector will be appointed.

“I have also attended meetings of the Radford, Sutton in Ashfield and Hucknall Torkard local boards.

“In the former place steps have been taken to enforce the regulations, but nothing has been done in either of the two latter, although I still hope I may induce them to do something.

“The authorities at Matlock, Mansfield, Basford, Arnold, Spalding, and Stamford have all written to say that they have appointed Inspectors to enforce the Act. From Boston, Belper, Newark, and Louth, I have received no satisfactory replies since the Act first came into operation. I have visited personally workshops in all the above towns, and left abstracts, so that it must to some extent be known all through the subdivision. The result of my experience in dealing with the various local authorities is that they will only do what they are compelled, and that unless we are perpetually urging them on this measure, except perhaps in very large towns, will fall into abeyance like the Chimney Sweepers, Bakehouse Acts, &c. I find from inquiries that these Acts are regularly broken for want of any proper supervision.

“Both employers and employed are generally favourable to the regulations, but almost unanimously opposed to the local machinery for enforcing them, and with such a feeling prevailing the local authorities dare not enforce them if they were so disposed. The best cure for this evil will be to bring the Act under the super-



vision of the Factory Inspectors, and do away with the absurdity behaving it enforced in one street and neglected in the next, of cause the latter is under a different government.

"I have endeavoured to obtain some idea of the number of workshops in my subdivision, and I estimate them at between 2,700 and 3,000. I should not like to guarantee these numbers, as my information is very vague, but still I think they will be somewhere near the truth."

In a subsequent report Mr. Oswald states that further progress is making in his subdivision. He says,—

"I believe the local authorities of all the important places in my subdivision are now professing to look after the Act, with the exceptions of Boston and Sutton in Ashfield. I have written twice to the former without receiving any reply, and the latter, up to this date, have refused to move in the matter."

Mr. Sale thus reports of Ashton, Stalybridge, and Oldham :—

"In reply to your letter with reference to the administration of the Workshop Regulation Act in my subdivision, I beg to send you the following report :—

"First, as regards Oldham. I believe that the Act is now very well enforced in the borough. The chief constable has been appointed the local Inspector, and, as far as I know, the provisions of the Act are strictly observed. The number of workshops is, however, very small, and they are almost, entirely confined to retail establishments, and premises in which the manufacture of rope and bricks is carried on.

Next, with reference to Ashton-under-Lyne. In this town I have received every assistance from the local authorities. In July last, on my reporting a breach of the Act to the town clerk, he at once prosecuted the offender (who had been employing several children, regardless of the educational clauses of the Act, and one child was under eight years of age), and a conviction was secured. Since that time (principally, I believe, owing to the interest which Mr. Mason, the chairman of the watch committee, has taken in the enforcement of the Act), the sanitary inspector of the borough has been appointed the Inspector under this Act, and I have reason to believe that at the present time it is being generally carried out in the town.

"At Staleybridge, I have also met with every encouragement from the local authority. The chief constable has been appointed the local Inspector, and, as far as I know, no children are now employed in the borough contrary to the provisions of the Act.

"At Glossop, also, the mayor of the borough informed me that the town council had taken the matter in hand, and that they had already appointed the chief constable as their local Inspector.

"At Guide Bridge and Hooley Hill I found that a number of children were employed at home or in private houses in the

manufacture of hats, and I at once wrote to the Ashton board of guardians (the local authority in this instance), and they promised that my letter should receive their immediate attention. I have since heard that the serjeant of the constabulary has been appointed the local Inspector.

“At Dukinfield I had the pleasure of meeting the local board of health in July last. The chairman promised that the enforcement of the Act in the district should receive their immediate attention, but I believe that they have not appointed an Inspector.

“As regards the outlying districts of my subdivision, I regret that I have not had more time at my disposal for inquiring into the observance or otherwise of the Act, but I believe the number of workshops to be exceedingly small, and confined to the manufacture of ropes and bricks, and heald knitting.”

Mr. Chaytor thus reports for Northumberland and Durham :—

“The local authorities in this district have been somewhat slow in taking up the Workshops Regulation Act, but I think that now in most of the larger towns they see the necessity for it, and that it is in a fair way for being properly enforced, as Inspectors have been appointed in most cases, either the inspectors of nuisances, or the chief constables or superintendents of police.”

Mr. Osborn's report for Blackburn and the neighbourhood is as follows :—

“In reporting upon the observance of the Workshops Act in this subdivision, I have to notice that, with the exceptions of the corporation of Blackburn and the local board of Darwen, the local authorities remain inactive. Recently, Dr. Coultate, the experienced certifying surgeon of Burnley, has undertaken to bring the Act under the notice of the Burnley town council, of which he is a member, but with what issue I have not yet learned. In view of the probable revision of the Act, I have simply noted its working in the instances which have come under my observation, so far as possible, in the same town, visiting all places engaged in the same trade, that all might be subject to the same conditions. And here it is a pleasing duty to refer to the excellent spirit displayed by the employers of every description in Blackburn, Burnley, and other places, and to bear witness to the cheerful alacrity with which they adopted regulations which on first acquaintance seemed to some likely to prove prejudicial to their trade, as well as troublesome to carry out. It is yet more pleasing to be able to add that the benefit of the limited hours is felt alike by employer and employed. Even in the isolated cases where the idea of interference was at first distasteful, after a little good-natured English grumbling, it was always at last admitted to be good that the child should not have to undergo the hardships of its predecessors, and should have the chance of becoming ‘a bit of a scholar,’ which was denied to the childhood and youth of so many of the present adult generation of workers. The



educational influences of the Act will naturally not be traceable for some time, but there can be no doubt that eventually the sharpened intelligence of child labour will command a ready market.

I append short reports from the respective local officers of Blackburn and Darwen; the former does not include all the workshops in the town. The places where no action has been yet initiated by the authorities are, Burnley and Clitheroe (corporation), Accrington Church, Oswaldtwistle, Colne, Padiham, Enfield, Harwood, Haslingden, &c., places under boards of diverse constitution.

### BOROUGH OF BLACKBURN POLICE.

A RETURN of Workshops, also number of Women and Children employed, in the Borough, on the 8th September 1869.

Description of Workshop.	No. of Workshops.	No. of Females employed.	No. of Children under 12 years employed.	Total.	REMARKS.
Brick makers - - -	8	—	6	6	
Brush makers - - -	7	—	—	—	
Basket makers - - -	1	—	—	—	
Boot closers - - -	1	21	4	25	
Curriers - - -	2	—	—	—	
Cloggers - - -	1	—	—	—	
Cork cutters - - -	1	—	—	—	
Chair makers - - -	1	—	—	—	
Confectioners - - -	2	—	2	2	
Ginger beer manufacturers - - -	4	—	5	5	
Milliners - - -	10	70	—	70	
Pipe makers - - -	3	7	—	7	
Paper bag manufacturers	3	14	4	18	
Ropers - - -	8	6	27	33	
Tailors - - -	23	13	—	13	
Tallow chandlers -	3	—	2	2	
Shoemakers - - -	7	—	—	—	
Wire workers - - -	1	—	—	—	
Total - - -	86	131	50	181	

H. Osborn, Esq.,  
Inspector of Factories,  
Blackburn

JOSEPH POTTS,  
Chief Constable, Blackburn.

## RETURN of Workshops in the district of Over Darwen.

Description of Workshop.	Number of Workshops.	Number of Women.	Number of Children.	Total employed.
Joiners, &c. - - -	7	—	—	—
Milliners - - -	7	13	—	13
Heald knitters - - -	3	22	—	22
Tinners - - -	5	—	—	—
Clog and Shoemakers - -	7	—	2	2
Tailors - - -	1	1	—	1
Reed makers - - -	1	—	—	—
Saddlers - - -	1	—	—	—
Painters - - -	1	—	—	—
Plasterers - - -	1	—	—	—
Rope makers - - -	2	—	6	6
Hatters - - -	1	—	—	—
Total - - -	37	36	8	44

C. AIREY, Inspector of Nuisances.

Mr. Lakeman, who has now charge of the eastern  
has sent me the following report:—

counties.

"Having kept in view your instructions of the 28th June, upon the importance of the administration of the Workshop Act by local authorities, and having endeavoured to bring the Act under the notice of the local authorities of most of the large towns in the eastern counties ;

"I beg to be permitted to lay before you a report of my proceedings.

"In jurisdictions where the Act had not been administered, I addressed the following copy of a letter to the town clerks, chairmen, and surveyors of the various authorities hereunder named.

"Sir,

"Ipswich, 23 July 1869.

"I beg to inform you that the Workshop Regulation Act of 1867 is being administered throughout the country.

"You will perceive, from the forms herewith sent, that local authorities are required by law to administer the Act, and to appoint officers for that purpose.

"I have therefore to beg the favour of your giving the subject your kind consideration, with the view to your placing it before your local authority.

"The Act is an appendage to the Factory Act of 1867.

"I shall be most happy to supply you with any number of forms, and to give you every possible assistance and information.



“ Addressed to

Inspector Chapman, Haverhill.  
Inspector Keeble, Melford.  
Inspector Lambert, Glemsford.  
Rev. J. Bull, Pentlow, Essex.  
Chairman of Risbridge Union.  
Town Clerk, Sudbury.  
Chief Constable for Suffolk.  
Surveyor, Board of Health, Witham.  
Town Clerk, Maldon.  
Surveyor to Board of Health, Braintree.  
Clerk to Guardians, Haverhill.  
Surveyor to Board of Health, Stowmarket.  
Town Clerk, Yarmouth.  
Chairman, Local Board, Hadleigh.  
Town Clerk, Ipswich.  
Chairman, Board of Health, Halstead.  
Town Clerk, Wisbeach.  
Chairman, Local Board, St. Ives.  
Chairman, Local Board, March.  
Inspector at Bury.  
Town Clerk, Bury.  
Chairman, Local Board, Wells.  
Town Clerk, Eye.  
Town Clerk, Sudbury, 2nd application.  
Chairman, Local Board, Thetford.  
Town Clerk, Colchester, two applications.  
Chairman, Local Board, Chelmsford.  
Town Clerk, Lynn Regis.  
Town Clerk, Huntingdon.  
Town Clerk, Beccles.  
Chairman, Local Board, Braintree.  
Improvement Commissioners, Lowestoft.  
Chairman, Local Board, Newmarket.

“ With further applications to officers at Maldon, Witham, and Colchester.

“ Only 14 of those above named replied to my applications.

“ In jurisdictions where the Act is said to have been administered, or where promises were made to me, I addressed the following letter :

“ Sir,

“ As I am desired by Mr. Redgrave to collect information upon the administration of the Workshop Act throughout my subdivision, and being authorized to address you for that purpose, I beg that you will be pleased to instruct the officer appointed by you to supervise the administration of the Act, to reply to the following questions :

- “ 1. To what extent is the Workshop Act regarded within your jurisdiction ?
- “ 2. About how many workshops are there in your locality ?
- “ 3. How many places have been visited by you ?

“4. If the documents supplied to the occupiers have been hung up ?

“5. Is there any local industry (not factories) in your locality ; if there be, to what extent, having regard to the number employed ?

I am, &c.

J. B. LAKEMAN.

“Addressed to

Inspector Clarke, Norwich.

Inspector Howlett, Cambridge.

Town Clerk, Colchester.

Town Clerk, Maldon.

Inspector Clark, Bury.

Town Clerk, Ipswich.

“I was favoured with replies from each person addressed.

“The Inspector of Norwich states that 700 notices have been served on the employers of labour. Handbills have been distributed throughout the city, and the firms visited by him appear to conform to the Act.

“The Inspector of Cambridge states that he has visited 20 workshops, delivered forms to each of their occupiers, and that he has had no cause to make complaint of any illegality.

“The town clerk, Colchester, states that no officer has been appointed. The sanitary officer has visited a few workshops, ascertained the number, ages, and proportion of females of those employed, and he has also taken the dimensions of each workshop.

“The town clerk, Maldon, states that no one has been appointed. The chief police officer has, by direction of the mayor, distributed handbills throughout the town, and visited places where five or more persons are employed. The abstracts and notices are hung up in each workshop.

“The Inspector of Bury St. Edmunds has worked the best of all.

“He has gone through his town, visited each place, and delivered forms.

“I am informed by Mr. Clark, that all children under 13 years of age have been discharged, principally through the fear the occupiers entertain of their not being able to adhere to the provisions of the Act in regard to school attendance. He concludes with his opinion that the Act works very fairly in Bury.

“The town clerk, Ipswich, states that no officer is appointed; that the inspector of police and the sanitary officer have received instructions to report any case of illegality heard of.

“As I reside in Ipswich, I have been able to put the Act into force myself, owing to the many communications made to me which I felt obliged to notice.

“Throughout this subdivision, Norwich, Cambridge, Colchester, Maldon, Bury, Chelmsford, Ipswich, Stowmarket, Diss, Wisbeach, Sudbury, Lowestoft, are the only places where a desire to enforce the Act is evinced. and Norwich, Cambridge, Colchester, Maldon, Bury, Stowmarket, are the only places where any steps have been taken.



“I attribute the lukewarmness of the authorities to the following causes :

1 That the principal officers who would have to put the Act in motion derive no benefit from it.

“Some town clerks reply to my letters, but they do little else. Many chairmen of local boards and surveyors are totally silent. Perhaps it is that they do not understand what is required of them.

“2. That the expense of administering the Act is regarded as an item, and those in authority demur to any outlay, however small, fearing it would be unacceptable to the taxpayers,

“3. That the Act does not make it compulsory for a local body to appoint an officer ; verbal instructions to report any case of illegality heard of are deemed sufficient.

“4. That in very many places it is thought unnecessary to put the Act into force.

“5. That as this is an agricultural district, where the local authorities are chiefly occupiers of land, the commercial element does not so vitally enter into their thoughts, and any restriction upon the hours of labour is distasteful to them.

“When I found that my applications were not entertained, I addressed another form of letter to town clerks, chairmen of local boards, and surveyors to boards of health, requesting each officer to place my communication before their respective meeting of boards.

“I asked for a day to be named to discuss the subject, when I would willingly present myself. I suggested that a number of your forms and Mr. Oram’s abstracts should be posted in all public places, and by side of them a circular issued by the town clerk in boroughs, and by chairmen and surveyors of other authorities, stating the regulations to be observed, setting forth the appointment made by them, and defining what handicraft is.

“I am sorry to say this letter shared the fate of its predecessor.

“My subdivision presents no noticeable feature in regard to its workshops. The general trades in towns which administer to the wants of every day life are the prominent ones, and local industries do not prevail, except in Norwich, Haverhill, Glemsford, Lavenham, Melford, Sudbury.

“There are several coachbuilders throughout the eastern counties, many of whom have employed their hands 70 hours per week.

“In concluding my report, I would beg to be allowed to add my belief that at no distant period I shall be enabled to secure the co-operation of most of the local authorities in my subdivision.

“The experience of the working of the old Factory Acts should, I think, lead us not to expect too much all at once,

“The example set by the authorities of the larger jurisdictions will operate favourably upon the lesser ones, and one great element

of success is to be found in the willingness of occupiers to adopt the provisions of the Act, believing them to be wise, salutary, and beneficial to employers and employed.

“I propose in another report to notice the local industries of the eastern counties.

As regards Scotland, I learn from Mr. Walker’s report, see Appendix No. 1. p. 118., that progress has been made by the local authorities in administering the Act in Edinburgh, Dundee, Aberdeen, Arbroath, Perth, St. Andrew’s, Kirkcaldy, Dunfermline, Alloa, Stirling, Falkirk, Galashiels, Selkirk, Hawick, Dunbar.

I have no reports as to the details of what has been done in the western or the eastern subdivisions of Scotland. At Glasgow there has been great supineness in taking up the question, and in Paisley a positive reluctance; but as there was very great objections raised at first in Edinburgh, which were subsequently removed, I trust in a little time the authorities of Glasgow and Paisley will be convinced of the necessity of administering the Act in those places. Mr. Saurin, however, the Sub-Inspector for Edinburgh and the southern part of Scotland, reports to me as follows:

“SIR,

“I received an intimation from Mr. Walker in July last that you desired a report from the Sub-Inspectors on the administration of the Workshop Act.

“The town council in Edinburgh have at length, after many representations, taken up the matter seriously, and appointed an Inspector.

“At Hawick and Falkirk, I believe that general instructions have been given to the superintendent of police on some other existing local officer to see to its enforcement. From incidental remarks in one of your reports, I gather that steps have also been taken to this end at Ayr and Kilmarnock, but I have no official cognizance of the fact.

“My personal experience has been limited to some visits to workshops in the millinery and dressmaking line, in consequence of complaint.

“The discussions in the town council had excited a degree of interest, and aroused the public attention. Since the months of June and July of this year, several letters reached me, in some instances anonymous, in others substantiated by the names and addresses of the writers, attributing overtime and later hours, and neglect of other provisions of the Act, to some employers in the above-mentioned class of business.

“My proceedings have necessarily been confined to inquiries into the alleged contraventions. The representations were found in the main to be correct, and admitted by the employers. I have in every instance acquainted them with the principal terms of the Act, and furnished them with the abstract.



“The females employed in these establishments are divided into two classes, boarders and day-workers. The former suffer most from the protracted hours of work, and curtailment of the intervals for meals and rest, when business is brisk and orders pressing ; the latter are more fortunate in regular hours for meals and leaving at night, being in a more independent position.

“Some employers in this class of business represented the hardship of being limited to certain hours during the season, whilst at other times, when trade is dull, they keep on their hands, without adequate employment, and at a loss to themselves ; others allege that the enforcement of the Act would put an end to the system of boarders, who frequently come from a distance, and thus increase their expenses and deprive them of all moral supervision ; and that work, when unfinished in the shop, would be given to the females to complete at home, where Inspectors cannot penetrate, thus introducing the slop system, and aggravating the evils intended to be remedied. I have thought it right to mention these objections, which sound reasonable ; but my impression is that the Act would be popular with both employers and employed were it fully and fairly observed.

“The hours of work in most trades are now regulated by the enactments of the different trades’ unions, and are therefore not likely to exceed the legal number or limits.

“I regret that I cannot give a fuller report upon the working of this Act.”

I think an alteration in the Workshop Act is urgently called for. The machinery for administering the Act was faulty, even from the first ; but it was so much of an experiment that a hasty amendment would, in my opinion, have complicated the subject, and have stood in the way of other equally important improvements, especially in regard to placing under the Factory Acts many trades in which children are employed, and which could with difficulty be administered by a local authority. I have been of opinion also, that it would be most inadvisable to hamper the owners of small establishments with the factory system of registration and surgical examination, and that it would be absolutely necessary to propose the respective definitions of factory and workshop upon a clear and definite principle, such as I have suggested at pp. 14, 46, et seq.

Looking at the whole question, however, as I have done in respect to the Factory Acts, the defects of the Workshop Regulation Act, 1867, appear to me to be the following :

A The hours of work may be taken between 5 a.m. and 9 p.m.

B. The exemption from the Saturday half-holiday of retail establishments in which not more than five persons are employed.

- C. Insufficient power of local inspector to enter workshops.
- D. School attendance of children insufficient, and inadequate means for administering educational section of the Act.
- E. No proof of age of persons employed required.
- F. No adequate power to cause local authorities to administer the Act in case of neglect.
- G. Definition of workshop imperfect.

I would propose to remedy these defects as follows:—

*A.—Hours of Work.*

I would assimilate the hours of work in workshops and factories.

There is really no valid reason why this should not be done. The tables of the hours of work at pp. 33, 34, show that there can be no difficulty in such an enactment.

There is only one occupation in which so far as I am aware the hours of work are from 9 a.m. to 9 p.m.; viz., the millinery and dressmaking, and these hours are by no means common. The hour named in the Bill as it left the committee was 8 p.m., but at the last moment, and without time for consideration, that was expunged, and 9 p.m. was substituted.

The great good that must follow the prevention of late hours of work for young women has to some extent been lessened by the substitution of 9 p.m. for 8 p.m., and as it is only in the smaller establishments under the Workshops Act that this late hour is permitted, I would propose to do away with this and every other arrangement that is not sanctioned and in operation under the Factory Acts.

I would propose to enact for workshops the same hours of work and the same modifications as those proposed for factories, under the alterations I have already suggested, so as to place factories and workshops upon precisely the same terms and conditions. That which is desired is that there should be no distinction in the hours of work in the two classes of establishments.

*B.—Saturday Half-holiday.*

The exemption of the small retail establishments from giving a half-holiday cannot be justified. There is a power, which is extensively exercised, of the substitution of some other day in the week for the Saturday. In country towns, for instance, when the market day is Saturday, and in manu-



facturing districts, where the people flock into the town on Saturday afternoons, it has been indispensable to permit the half-holiday to be given on some other day except Saturday, and it would be infinitely better that the young persons in these small retail establishments should have their half-holiday on a Monday or a Tuesday than be deprived of it altogether.

C.—*Insufficient power of Local Inspector.*

The local inspector can only demand entrance to a workshop when he is armed with an order from a justice, granted after cause shown before him.

Practically I am happy to say the local inspectors have met with no obstruction, but have entered workshops without a justice's order.

But, as will be seen from the reports of the Sub-Inspectors from which I have quoted, some local authorities take advantage of the want of power of their officers to enter workshops without the order of a justice of the peace, and do not require the visitation of workshops unless a complaint had been made and an order obtained.

I do not propose that the local inspector should have power to enter a workshop because it is necessary to arm him with authority to enter places which have been closed to him, for there is abundant evidence that the occupiers of workshops have shown the utmost readiness to receive the visits of the local inspectors, and to abide by the provisions of the law, when explained to them, but it is to deprive local authorities of any cause for their neglect to administer the Act of Parliament, and to arm their officers with only such an amount of power as it is fit they should possess. The Act requires a local inspector, when he has reason to believe that the law has been infringed, to obtain the order of a justice, to whom he must make special application for an order of admission to the particular workshop in question. This process, therefore, depends, firstly upon the nature of the information which has been communicated to the local inspector, and, secondly, whether the justice may think the information sufficient to justify him in issuing his order. The efficacy of the visit of the inspector would be greatest if his visit were paid as soon as possible after the communication had been made to him; but by the process named in the Act delay must take place, and the real good to be done by the inspector's visit is diminished. But the local inspector should, for other reasons, have power to enter at once a suspected place; for instance, when a justice refuses to grant

an order, and this is no imaginary case. I have already reported to you the refusal of the mayor and corporation of Sheffield to administer the Workshops Act. I brought before them instances of the violation of the law, and they refused to notice them at all. I sought interviews with the mayor and sanitary committee, and upon one occasion the mayor, being a solicitor and coroner, stated that even if applied to by a local officer for an order he should decline to give one. This was a statement made to the committee, but it was afterwards referred to by the chairman of the sanitary committee at a public meeting, which by a resolution condemned the mayor and corporation for their neglect to enforce the Act.

*D.—Insufficient provisions in regard to the school attendance of children.*

I would propose to obviate all difficulty in regard to the administration of the educational clauses by the local officers, by declaring all places in which children, *i.e.*, half-timers under 13 years of age, are employed, to be factories, and consequently under the supervision of the Inspector of Factories. It is the opinion of everyone to whom I have made the suggestion, that all regulations touching education would be much more efficiently administered by the Factory Inspectors than by any other body of men.

*E.—Proof of age of persons employed not required.*

I have been frequently asked by local inspectors how they are to know the age of the children and young persons whom they find employed, and whether they could, if they doubted the age of a child, for instance, require a certificate of birth to be produced.

This is very important, because if a local inspector has reason to believe that a child employed is under age, he must obtain a certificate of birth at his own expense before he could prosecute; and I have no doubt, even where workshops are visited, and the local authorities are anxious to administer the Act, that children and young persons are employed under age, and that the local authorities have no means that they could be expected to put in motion to prevent such illegal employment. I would propose, therefore, that no young person be employed without a certificate of birth or baptism, to be produced when required to the inspector.



F.—*Imperfect definition of “ Workshop.”*

All premises are now workshops in which, not being expressly declared in any previous Act of Parliament to be “factories,” fewer than 50 persons are employed. For the reasons stated at pp. I have proposed to place under the factory regulations all trades of a like nature which upon inquiry give employment to the younger classes of hands, and all occupations in which children under 13 years of age are employed. This would leave under the Workshops Act a much diminished number of works, but they would consist of establishments in which chiefly adults are employed, and in which the hours of work could be properly supervised by local officers living upon the spot, and cognizant generally of the proceedings of their neighbourhoods.

G.—*No adequate means to cause Local Authorities to administer the Act.*

It will be seen, from the reports of the Sub-Inspectors of my district, how earnestly they have endeavoured to induce the local authorities to administer the Act. It has been our object to seek the co-operation of the local authorities, and to spare no pains to aid them in what has been to them a new duty. The public spirit evinced by a great number of the local authorities is most creditable. There is an Act of Parliament confessedly defective in many particulars, an experiment, and entailing duties of a novel nature upon various local authorities, and yet I have to report but three actual refusals by corporate bodies to administer the Act, viz., Sheffield, Paisley, and Chichester.

By some of the local authorities I believe the Workshops Act is efficiently administered; establishments have been visited, the state of ventilation, &c. has been examined, and inspections will be repeated; local officers specially paid for their work, and a fair observance of the law may be expected. In others the duty has been performed in a more perfunctory manner, leading to the inference that no great interest exists. Then there are numerous districts in which there are none of the specified local authorities, and consequently no public body to whom we could address ourselves.

The local authorities are defined to be—

The mayors and corporations.

Vestries.

Boards of works.

Local boards.

Local commissioners.

I propose to add, where none of the above bodies can act, the boards of guardians.

These boards are the local authorities in Scotland and Ireland, and unless they are also created local authorities in England there will be very numerous places in which no local authority will exist.

The question how to ensure the uniform administration of the Act has been one which has given me great anxiety.

It would, of course, be easy enough to propose to place all labour under the supervision of the Inspectors of Factories, and by an increase of the staff provide for an efficient inspection all over the country; but that would be directly in the teeth of the Act itself, which declares that it shall be administered at the expense of local authorities, and not of the government. Certain local authorities, as I have mentioned, are administering the Act, and the expense is charged upon the local rates; and those other places in which the Act is partially or wholly neglected ought to be compelled to undertake these duties, and bear the expense.

It has been suggested that, as in the case of Sheffield, for instance, upon the local authority declining to administer the Act, the Secretary of State should appoint a local officer to act under the Inspector of Factories, but to be paid by the local authority.

There are several objections to this course. In the first place, the appointment of an officer by one authority but receiving his pay from another would render his services of doubtful value, for, be it remembered, the authority which pays is the authority which objects to the appointment of the officer at all.

Again, it is possible that in Sheffield there might be, at any rate for a time, sufficient work for the employment of an officer; but in the greater number of localities there would only be occasional occupation for an officer, and it could not be made worth the while of a respectable man to undertake the work.

I think, therefore, that whatever plan be adopted should be equally feasible for a large borough or a small hamlet, and that anything like dual authority or dual obedience should be avoided.

To attain this end I see no other plan but for the work to be done by the Sub-Inspectors of Factories at the charge of the local authorities.

I believe, when local authorities see the duty must be done, that they will do it; but until that is the case there will be supineness and worse than supineness.



The Sub-Inspectors are so constantly over all parts of the country, and have duties to perform under the Factory Acts in such a variety and extent of country, that I consider the employment of this department, upon the failure of a local authority, would be the most economical method of putting the Act into thorough operation.

I think this may done in the following manner :—

First, as regards such places as Sheffield, from which there has been a deliberate refusal to enforce the Act :

The Inspector would submit to the Secretary of State a statement of facts, showing the refusal of the local authority to act.

The Secretary of State would then give notice to the local authority that unless they proceeded within a specified time, for instance, one month, to fulfil their duty as laid down in the Act of Parliament, he, the Secretary of State, would direct the Inspector of the district to enforce the Act, and that the cost of such enforcement would be recovered from the local authority.

If upon the expiration of that period the local authority did not act, the Sub-Inspector of the subdivision would proceed to administer the Act.

Upon the termination of every three months the Inspector would submit to the Secretary of State a statement of the number of days any Sub-Inspector was employed in enforcing the Workshops Act in any local jurisdiction, and the Treasury would thereupon claim from such local authority such fixed sum per day as may be determined upon as the daily cost to the government of a Sub-Inspector of Factories. The above arrangement to cease whenever the local authority assumed their proper functions.

It is my firm opinion that, under such an enactment, all the larger public bodies would appoint their own officers, and pay them adequately for the work to be done, and that it would be most valuable in securing in smaller places an efficient administration.

There are a great number of localities in which the workshops are few, and in which there is no officer exactly suited as a local inspector of workshops, and in which the authorities may be quite willing and desirous of fulfilling all their obligations, but hesitate to incur expense, or to delegate a duty to a person whom they may think not adapted. I think it would be a boon to such localities if they could voluntarily come under such an arrangement as I have proposed for the recalcitrant jurisdictions, and were permitted, on like pecuniary arrangements, to be relieved of the duty

of enforcing the Act, which would then be done by the Sub-Inspector of Factories of the subdivision.

I would propose, therefore, that any local authority might apply to the Secretary of State to be relieved of the administration of the Workshops Act, upon paying to the Treasury such sum as may be agreed upon, calculated upon the number of days during which a Sub-Inspector of Factories would be employed in the locality in administering the law.

By an agency such as I have sketched out, I believe the Workshops Act could be enforced without any expense to the Government, and with the smallest possible expense to localities. I will instance how this arrangement can be carried out. I take a manufacturing town in which a Sub-Inspector is resident. The town is governed by a corporate body, and there are sanitary or other officers attached to the corporation who would administer the Workshops Act. Surrounding that town are from six to nine jurisdictions under separate local boards. Now it would be necessary for an officer under each local board to undertake in his jurisdiction the duty of visiting workshops, &c., and each officer would expect payment for his services. But the Factory Sub-Inspector is visiting daily one or more of those jurisdictions, and he could take charge of the workshops without much interference with his other duties, and the time he gave to duties under the Workshops Act would be so small in each jurisdiction that the sum the local authorities would have to pay would be much less than the pay of the local officer for doing the same work, and the administration of the law would gain greatly in its being uniform and strictly impartial.

If the alterations which I have brought under your notice in respect to the registration of names, &c. were carried out, the time of the Inspectors would be so greatly economized that they would be able to undertake the extended duties without any great addition to the staff, while I believe the existence of an independent authority like the Inspector of Factories, to whom appeal could always be made, must tend to render the Workshops Act as popular and as successful as the Factory Act itself.

#### *Extension of the usefulness of the Factory Department.*

In considering how to secure the better administration of the Workshops Act, 1867, I was led naturally to inquire in what manner other Acts of Parliament were enforced by local authorities.



The Workshops Act, 1867, is to be administered at the expense of the localities in which workshops exist, upon the same principles as the Smoke Prevention Act or Nuisance Removal Act is to be enforced by localities.

Having, after much consideration, submitted to you a proposition for securing the administration of the Workshops Act, I have come to the conclusion that our agency would be equally effectual if we had authority to use a similar kind of influence in urging the administration of other Acts which bear upon the health and social welfare of the working classes.

It has been laid down recently as an axiom by high authority in the House of Commons, that when acts are done for the benefit of localities, the locality, and not the country at large, should pay the cost. I think it may be a fair subject of further discussion whether a town like Manchester, Blackburn, or Bradford, which thrives in consequence of the number of industrial establishments in the town, should not be called upon to pay a larger quota for the supervision of those establishments, and that towns in which there is no necessity for Factory Inspectors should contribute nothing to the cost of inspection in such industrial towns. Assuming, however, that proposition as settled, and that legislation has already imposed certain duties upon the Government, I would not propose to touch those duties as already existing. The country would continue to provide for and to pay for the inspection of factories, mines, and alkali works. With respect to mines and alkali works, the inspection required is that of persons possessing special qualifications; but I would take from the inspectors of mines any duties in regard to the employment of children and women, and the education of the children, and place that portion of their duties under the Inspectors of Factories. The Inspectors of Factories have at the present time to exercise supervision over the condition of factories, the existence of nuisances therein, the ventilation, the suppression of noxious gases, and overcrowding in them, and they meet with the objection that it is not fair to enforce regulations only in a certain portion of works, while similar works are not subjected to the same supervision. Cases occur in which workpeople complain of nuisances in the neighbourhood of factories, but which we cannot remove. Little objection is made to the improvements suggested as improvements, but the objection is to the partiality of our proceedings; that we complain of one nuisance and take no notice of others. These latter form part of numerous matters affecting the social and sanitary condition of the

people, which, though forbidden by law, yet exist in a vast number of places, unheeded, and, therefore, almost encouraged.

I think we should do good service in aiding in the removal of nuisances, prevention of overcrowding in lodging houses, administration of the Bakehouse Act, prevention of the pollution of rivers, prevention of the employment of climbing boys, and in the abatement of the smoke nuisance. All the points which I have named are of what I may call personal irregularities, committed by one member of a community, which are offensive and hurtful to other members of the same community, and I hold that they cannot be dealt with impartially by another member of that community whose livelihood depends upon the voices and goodwill of the same community. When questions of this nature are brought before local boards members cannot help considering how the question affects themselves; and it is almost impossible to dissociate personal from public feeling in these home questions. I propose, therefore, without interfering in any way with the functions of the authorities already constituted, to empower the Inspectors of Factories to enforce the suppression of things forbidden, in the first place, when local authorities neglect their duty, and, secondly, with the consent of the local authorities; in both cases the charge of the performance of the duties being borne by the locality. Such authority is given to the chief officers of police by section 16 of the Sanitary Act of 1866. Therefore it shows that the legislature intended some sort of supervision to be used over the local authorities, in case they neglected their duties; and the officer of police being an officer locally paid, I presume that was the reason that he was mentioned in that Act.

In all the matters which I have enumerated the Inspectors of Factories seem to be peculiarly adapted to interfere.

As regards nuisances, we already have a certain authority. Members of my staff have already caused improvements to be made in the tobacco factories in the east of London, but they cannot interfere, where interference is greatly needed, in the parts of the premises over which we have no jurisdiction.

As regards bakehouses, the local authority exercises jurisdiction over the baking department, the Inspectors of Factories over the other departments.

No one could interfere with so much effect to compel the consumption of smoke as the Sub-Inspectors, who see the conditions of these towns and districts daily and hourly.

Again, as to the pollution of rivers, the Sub-Inspectors, constantly seeing their condition, could give an excellent opinion as to the causes of pollution.



I should propose to give the Inspectors and Sub-Inspectors concurrent authority of inspection and prevention with the local authority, but to be exercised only under certain conditions.

It would be known in every part of the country that if matters were unsatisfactory in regard to any of these sanitary and social questions, the Inspectors, upon representation made to them, would have power to interfere.

Thus, upon the neglect or inattention of a local authority, there would be a remedy at hand; and I believe that the knowledge upon the part of the local authorities that another officer could interfere at their expense would greatly influence them in administering these Acts.

As regards the details of putting this proposition into action, the following would be the *modus operandi*; viz., that which I have already suggested as adapted for the enforcement of the Workshops Act, but which is shortly repeated here:—

When local authorities neglect either to appoint an officer to perform the duties in respect to the matters herein enumerated, or, having appointed an officer, the things forbidden still continue, the Inspector of Factories of the district should represent the same to the Secretary of State, who would give notice to the local authorities that if the same state of things continues for one month after the date of the notice the Inspector of Factories will proceed to enforce the Act. The Sub-Inspector will, acting under the directions of the Inspector, proceed to enforce the statutory regulations. At the end of every three months the Inspector of Factories will certify to the Home Secretary the number of days during which a Sub-Inspector has been employed in each locality, and the Home Secretary shall thereupon make a requisition upon the local authorities at the rate of, say, 1*l.* per day for every day of six hours during which a Sub-Inspector has been employed in respect to such local duty, such sum to be paid to the Treasury in diminution of the expenses of the department. The sum of 1*l.* per day is fixed upon, because the salary of a Sub-Inspector commences at 300*l.* per annum, and as the travelling expenses will, as a rule, be small, it is well that the charge to the local authority should be rather under than above the actual cost to the Government. Since the passing of the Factory Act, 1867, the Sub-Inspectors have to visit every bookbinder's and printer's shop, and consequently they already travel over every part of the country in the exercise of their ordinary duties. I do not think that there is any town above the size of a village

where the Sub-Inspectors do not go under the present Act. Of course, when they were appointed, many years ago, they had only to inspect cotton and woollen and worsted factories; now, by the recent legislation, they have to inspect every possible class of work, and many of the places they inspect are absolutely in dwelling houses, for instance, the tobacco factories in Whitechapel and Spital-fields; and if we have to go into those dwelling houses for that purpose, we might as well go for similar purposes into those of other people. This would, therefore, be the most economical way of putting the various regulations to which I have referred into operation. The Sub-Inspectors of Factories are all men independent of local prejudices; they are respected, from their character and position; they have a personal knowledge of their duties, and from these causes they have a power of administering Acts and possess an influence which an officer appointed locally has not. As a rule, the Acts under which they now act are observed through the reliance placed upon them and their integrity, occupiers of works rarely giving themselves the trouble to read an Act or an abstract of an Act; and I am satisfied that they would administer other Acts with a like success, and secure that which has not yet been general, a fair observance of sanitary regulations, at a cost of one half of what would be necessary under any other organization. Though the administration of the Workshops Regulation Act is in the hands of the local authorities, yet the Inspectors have concurrent jurisdiction; and it is by means of this concurrent jurisdiction that I have been enabled to obtain a very fair observance of the Workshops Act through the local authorities. Hence I think that, if the Inspectors and Sub-Inspectors had in a similar way concurrent jurisdiction as regards nuisances, smoke, &c., they could with as much success enforce the administration of all those Acts of Parliament which provide for the health and social comfort of the people.

From what has occurred since the passing of the Workshops Act, I think when the local authorities have become convinced that the Acts must be enforced by them, that they will generally undertake the duty in all the larger towns, and appoint such officers as may be necessary to administer the law, and that the interposition of the Inspectors, under the arrangement I have suggested, will not be often called into operation. It is rather in the smaller jurisdictions, where the expense of the salary of an officer specially appointed is a serious item of expenditure, that pressure will



have to be applied ; and in order to relieve them from what might be a frequent appeal from the Inspectors I would propose that it should be open to a local authority, if so inclined, to give notice to the Home Secretary that the duties under the various Acts should be performed through this department, and the Inspector of Factories should perform then the duties upon a sum to be determined upon being paid quarterly to the Treasury.

I believe many local authorities would be glad to contract for the performance of duties, which are very difficult of performance by a local officer ; and I am satisfied that the public would be immense gainers by the employment of the Inspectors of Factories in these duties.

There is another direction in which I believe we might exercise most useful functions ; I mean, in connexion with any general scheme of education. Whatever plan may be devised for ensuring an elementary education for every child in the country, I think a supervising authority, exercising control over attendance, totally unconnected with any examining authority, as Her Majesty's Inspectors of Schools, will be essential ; and in this respect also we should be able to do good service.

The officers of this department would unquestionably be travelling into subjects very different from those for which they were originally appointed ; but I see no necessity why their functions should not be extended. The training they have undergone fits them peculiarly for the duties which I propose for them. In all matters requiring special knowledge skilled inspection must necessarily be employed, but the duties now proposed for the Inspectors of Factories would not clash with those of other officers, and would be purely administrative, as at present. The Legislature having enacted that certain duties should be performed by certain persons, it would be for the Inspectors of Factories to see that those duties were performed ; and I believe, however delicate such a task may appear, that the experience of the members of the staff in similar circumstances would enable them to bring these questions forward in such a manner as to carry with them general sympathy and support.

This proposition for the extension of our usefulness has been generally approved by the whole of my staff. In the first instance I sent them an outline of my views, inviting an expression of their opinion ; and, subsequently, at a meeting of the whole of our body, when we discussed this question, amongst others, for the improvement of the Factory Acts, and the promotion of the welfare and comfort of the operatives, a general approval of the scheme was expressed.

Several of the Sub-Inspectors gave me their opinions in writing; others reserved their views until they met their colleagues. Of the reports given to me I have great pleasure in calling attention to the following, in which our want of authority in sanitary matters is pointed out from actual experience, and in which it is shown how our duties could be made most serviceable to the public in the direction which I have suggested.

Mr. Coles has had long experience in Manchester and Salford, and after 1864, when we had the supervision of fustian-cutting and tobacco pipe-makers' shops, taking us into courts and alleys in which the greatest nuisances existed, the want of some means of enforcing the suppression of such nuisances was forced upon us:

"SIR,

"I have read your proposal to give our body greater powers in enforcing local sanitary improvements. I have always felt that we possessed too little power in sanitary matters, especially since the passing of the Factory Acts Extension Act (1864). By that Act a lower class of works was brought under our inspection, and we have of necessity to visit the poorer and more neglected parts of the various towns and villages in our respective districts. On going my rounds to the fustian-cutters, who reside in the poorest parts of Salford and other places in my district, I have been frequently brought in contact with the vilest nuisances, owing to bad drainage, neglected cesspools, &c., and I have frequently been most feelingly appealed to by the poorer inhabitants to get these things remedied for them. Then it was that I wished I had greater sanitary powers, and though I have always brought these matters before the local board of the particular place, I could never make sure that the matter would be attended to. There is no doubt that under the Factory Acts we have not sufficient influence in sanitary matters; and I should hail with satisfaction any scheme which would give us greater power as to the removal of nuisances in and about the neighbourhood of places which we already inspect.

"I therefore quite agree with that part of your proposition which would give us the means of enforcing—

- (1.) The removal of nuisances;
- (2.) The preventing overcrowding;
- (3.) Smoke consumption;
- (4.) The preventing the pollution of rivers and streams;
- (5.) The Bakehouse Act might, I think, be left to us.

"As regards lodging-house inspection and climbing boys, I think this, being a lower duty, should be left to the police authorities."

Mr. Oram's experience has also reference to Manchester and the neighbourhood:—

"With reference to your letter, I have often thought that inasmuch as the Sub-Inspectors are necessarily visiting the various



cities, towns, and villages, we might, in addition to works under the Factory Act, undertake the supervision of children and young persons under the Mining Act, leaving, of course, all questions as to ventilation, fencing, &c., as at present, in the hands of the Inspectors of Mines.

“The Bakehouse and Chimney Sweepers Acts, together with the question of the pollution of rivers, might also be included. With reference to the latter, my attention was specially called to the subject when in Lancashire, in consequence of millowners, notwithstanding the provisions of the Act, throwing ashes into the river. It was a well-known fact, but no person felt inclined to become informer.

“I am told that within the last few months the matter has been inquired into, and steps taken to abate the nuisance; but if the Sub-Inspector resident in the district possessed the same powers in these matters as he does in respect to factories, there would probably be no cause for prosecutions, inasmuch as the fact of an official in the neighbourhood being authorized to interfere would tend to prevent the pollution of the river.

“Power given to the Sub-Inspectors to act in sanitary matters, when for private and local reasons the authorities neglect to do so, would prevent the Acts of Parliament being ‘laid on the table,’ and becoming for all practical purposes null and void.”

Mr. Lakeman has occupied himself most assiduously in the Eastern Counties, not only in his duties of administering the Factory Acts, but in endeavouring to induce the local authorities to administer the Workshop Act, and he is well qualified to speak upon the question of the state of the administration of permissive laws, and my proposition for making such laws effective. He says, in his report,—

“You have conveyed to my mind an idea of ensuring the administration of all Acts for the public health now in the hands of the local authorities, who, for want of a sound and independent check, neither see nor hear till some forcible agency sets them in motion.

“The tardiness of local authorities in moving to the administration of the Workshops Act has caused it to be put into force chiefly by instrumentality of the Inspectors of Factories. Where the way has been prepared for them they are disinclined to follow, and the indirect mode of shelving their responsibility by not appointing officers, but merely giving them verbal instructions to report all cases of illegality they hear of, clearly proves, I think, that nothing short of direct Government interference will make the Act a reality. In these remarks I refer especially to my own sub-division.

“As the Workshops Act, in its mode of administration by local authorities, is not dissimilar to the Public Health Acts, it seems to be a natural question to ask, whether they are also loosely enforced, and if they are, is it wise to allow the system to continue.

"I consider that as public servants we should be employed to the best advantage, and I am of opinion that from the knowledge we possess of localities, embracing nearly every spot in the Kingdom, and by our contact with persons of all grades and employments, we are enabled to supervise the effective working of the Public Health Acts.

"As the 16th section of the Health Act of 1866 empowers the chief officer of police, under sanction, to act where the local authorities neglect their duties, it infers that an independent check is necessary; and in mentioning the chief officer of police only it implies that qualifications as to moral force, persuasion, and an ability to perform are indispensably necessary.

"The Factory Act of 1867 has done much to render the proposition acceptable to the Government. It has brought us into contact with places where the evils mentioned in the Acts do exist; and the knowledge by the public that we can cause the removal of nuisances, overcrowding, &c. in factories, makes them think that we ought to be able to deal with their existence elsewhere.

"I may mention, in illustration, that in Halifax an offensive nuisance existed close to a factory, under the Extension Act of 1867. I was asked if I had the power to cause its removal, as it was hurtful to the health of the persons employed. The inspector of nuisances had been applied to several times, but no notice was taken of the complaints.

"Although beyond my province, I called on the nuisance inspector, and upon my representation the nuisance was immediately removed. Here is just the thing we can do.

"I had an application sent to me from ———, requesting that I would abate a nuisance. In this town a shopkeeper asked my interference to protect him from an offensive flowing from his neighbour's house, which was allowed to continue because his landlord had influence with the inspector of nuisances, the object being to secure an increased rent before necessary alterations were to be made.

"I read with satisfaction the evidence given before Sir Wm. Denison upon the pollution of the Aire and Calder, which stated that these rivers were polluted to an extent not conceivable except by an eye witness, and even to Sir William a difficulty arose as to the constitution of a local body to carry out the resolutions arrived at.

"Amongst those present was an influential gentleman who gave as his opinion in evidence, 'that whatsoever the conservancy board might be, the inspectors acting for these rivers only should be perfectly independent of local authorities, otherwise the surveillance would be a dead letter.'

"Here is the public statement of a man of position in his locality, and who has great interest in the question now under discussion.

"I hope to see the various Acts relating to health made thoroughly efficient. As far as my limited views are concerned, I entirely concur in your remarks, that it is impossible to disso-



ciate personal from public feeling in these home questions, and I should not dislike to see the Inspectors of Factories empowered to enforce the suppression of things forbidden."

Mr. Gould, who has had to contend against the dead weight of an inert local authority in the mayor and corporation of Sheffield, who have declined even to notice complaints when made to them, says,—

"I beg to return enclosed the report of your proposal to give enlarged powers to the Factory Department in certain particulars named.

"I am strongly of opinion that the additional duties contemplated in that proposal could be undertaken by the Sub-Inspectors more easily, and carried out more efficiently, than by any other staff.

"Inasmuch as from the nature of his employment the Sub-Inspector is constantly brought into immediate personal contact with the evils you mention, the existence of which (nearly akin as they are to many irregularities he is at present engaged in reducing) he is absolutely powerless to remove, I refer especially to nuisances, pollution of rivers, and consumption of smoke."

Mr. Paget, shows very forcibly, from his own experience, how readily the co-operation of the local authorities may be secured.

"I beg to refer to your circular containing proposals for increased sanitary powers for Inspectors and Sub-Inspectors of Factories.

"I think that we require fuller powers to enable us to cause the removal of nuisances in factories arising from defective drainage, or any other cause. I think it would be well if we had power to compel the consumption of smoke, and to carry out the provisions of any Act that may be passed to prevent the pollution of rivers by drainage from mills, &c.

"It would be useful that we should have power to compel local authorities to remove any nuisance that may come under our notice wherever it may exist. Opportunities of using this power would, I think frequently occur in passing about from mill to mill on the ordinary tours of inspection.

"If I may judge of the general readiness of local authorities to act in concert with a Government official, by their conduct with reference to the Workshops Regulation Act, 1867, I should say there would be no real difficulty on that score. I have always found them ready to adopt any suggestion from me with reference to carrying out that Act.

"I beg to refer to a case which has come under my notice, which bears on this sanitary question in more ways than one.

"The drainage at———mill——— is most defective. The stench is often so offensive in the working rooms that many of those employed have been taken ill. There are two or three firms in this mill, which is the property of Mr. ——, and all

complained to me that they could not get their landlord to do anything in the matter.

"I spoke to Mr. ——— junr., but nothing was done. I had no legal power to compel him to remove the nuisance. He is not even under the Factory Act in any way. I therefore, in July last, laid the matter before the town clerk, and I received the following letter :—

"Dear Sir,

"Town Clerk's Office.

"On behalf of the sanitary committee I have to thank you for the interest you have taken as to nuisance at——— mill, and to inform you that compulsory measures were taken against the proprietor of the mill immediately after the receipt of your letter."

"Yours faithfully,

"(Town Clerk),

"J. R."

"Berkeley Paget, Esq.,

"On visiting the mill a fortnight ago, I found the nuisance as bad as ever, and was informed by Mr. Jennings, one of the tenants, that nothing had been done by Mr. Allen. I have again communicated with the town clerk, who promises attention.

"I venture to think that this case shows that the Sub-Inspector has not sufficient power in sanitary matters in mills, &c.; secondly, that, judging from the tone of the above letter, there would be no difficulty in working with the local authorities in this town in sanitary matters; and, thirdly, that it would be well to have some power to compel the local sanitary authorities to act promptly in such matters."

Mr. Osborn's opinion is as follows :—

"Your proposition to extend the usefulness of the department will I hope bear good fruit. The transfer of all workshops where children are employed will of course add to our labours, but there are several matters, sanitary and other, which come within our scope, as it were "en passant," and in which we could act, and be felt to act quite independently of all local influences. Indeed the wish has sometimes been expressed to me that action in the smoke prevention came within our jurisdiction; and the reasons are numerous and obvious why many useful regulations are not duly enforced. It is not necessary to recapitulate them here. Should your proposed extension of our functions be carried out, it will only be necessary that it be fully understood that where the Treasury is indemnified for our action we gain no personal advantage.

"I am not without hope that our usefulness may be still further extended in another direction, and that when a general education scheme is matured it may not be outside our province to assist in the work, one in which, whatever form the nation may choose it shall take, every man must wish to have a share."

Mr. Meade King, who is resident at Manchester, has seen, in the course of his duties, the importance of our having such extended powers as have been proposed. His report is as follows :



"I beg to acknowledge the receipt of your letter enclosing copy of your proposition with regard to a contemplated extension of our usefulness in assisting local authorities in the administration of those Acts which have been committed to their charge, and asking for an expression of my opinion upon it, with any suggestion that may occur to me.

"With the principle of your proposition I have no hesitation in saying that I cordially agree.

"The responsibility which local authorities own to their respective constituencies doubtless hinders in many cases the strict performance of the various duties which the several sanitary Acts of Parliament have imposed upon them. And I have no doubt that assistance in the administration of these Acts rendered by officers acting directly under Government, either by way of suggestion or compulsion, when found necessary, would be willingly accepted by them, and at the same time increase the efficiency of the Acts in question.

"In large town and cities the discovery of nuisances, &c., and indeed of all infringements of the several Acts to which you have alluded, must form one of the greatest difficulties to the local authorities in their endeavours to enforce systematic obedience to them. And it certainly appears to me, that we, freed as we are from all suspicion of partiality, have opportunities, in the performance of our daily and ubiquitous duties, of discovering and pointing out many and grievous causes of complaint, especially in obscure districts, which are not possessed by any other body of men. And inasmuch as accurate information on these points, strengthened by the additional shoulders on which you propose to lay the responsibility of the due enforcement of the Sanitary Acts, will constitute, in my opinion, all the assistance that will be found necessary to procure the desired result. I do not anticipate any very material addition to our present labours, while at the same time we shall frequently find the power, which you propose should be given to us to compel the removal of nuisances, &c., a great assistance in our endeavours to render the Factory Acts as efficient as possible.

"The provision you propose for the proper administration of the Acts, where the local authorities desire to avoid the expense of appointing a special officer, of course refer to country districts, and not to large towns, in which an officer will of necessity be compelled to give up his whole time to the sanitary regulations, by whomsoever he may have been appointed."

I may assure you, Sir, for myself, as I can also upon the part of every member of my staff, that we are ready to render our services as useful as possible to the public. It is true that we received our appointments to administer simply the laws regulating the labours of children, young persons, and women in factories; but we cannot perform those duties without becoming acquainted, frequently most painfully, with evils existing which we have no power to remedy.

Ventilation, cleanliness, the existence of nuisances, the pollution of rivers, the prevention of smoke, are all matters which force themselves upon our notice daily in every part of the country. We feel how much we could do to alleviate these evils. From our experience of the Workshops Act, which has brought us into communication with numerous public bodies, we are satisfied that by continuing the system of co-operation which we have inaugurated we should, with some statutory increase of concurrent authority, as we already have under the Workshops Act be the means of aiding most materially in the improvement of factories and workshops, in the abatement of nuisances, and in ameliorating the sanitary condition of a vast number of places, and the social habits of vast populations, which as yet it has not been possible to reach.

I have the honour to be,

Sir,

Your most obedient Servant,

ALEXANDER REDGRAVE.

The Right Honourable

The Secretary of State for the Home Department.

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#### APPENDIX No. 1.

HALF-YEARLY REPORT of DANIEL WALKER, Esq., Assistant Inspector of Factories, for the Half year ended 31st October 1869.

SIR,

Broughty Ferry, 31st Oct. 1869.

I HAVE the honour to inform you, that, in addition to my other official duties, I have, in the course of the last six months, visited the principal towns in the north of England in my district, and in Scotland, in which "the Workshop Regulation Act, 1867," had not been previously enforced; and I am glad to be able to inform you that in every instance, except one, I received from the local authorities, or those representing them, satisfactory assurances that Inspectors would be appointed, and the Act duly attended to.

I have every confidence that these assurances will be given effect to; and I also think that the Act will be productive of much good. In many employments it was urgently called for. Among these might be instanced millinery and dressmaking establishments, warehouses, &c. In many of these employments the working hours were excessive, not only during what is called "the season," but at other times, without the slightest regard to the health and comfort of the



persons employed, principally young girls and women, many of whom, after their work was over, had long distances to walk home, frequently late at night.

It has been urged against this Act that it would throw difficulties in the way of orders being executed with the same promptitude as formerly. In the outset, milliners, dressmakers, &c. were of this opinion. They were afraid that in this respect the Act would interfere with them disadvantageously. I believe, however, they are now satisfied that their fears were groundless, and that the Act, while putting an end to the oppressively long hours of work, will also enable them to resist the demands of their more exacting and inconsiderate customers.

In this, as in most other instances, I have generally found that the loudest complaints against the law either proceeded from misapprehension, or from a desire to continue abuses which it was the object of the legislature to put an end to.

I subjoin a list of the towns I visited, and in which the local authorities, or those representing them, agreed to give effect to the above Act.

In England—Berwick-upon-Tweed, Morpeth, Newcastle-upon-Tyne, Gateshead, North Shields, South Shields, Sunderland, Durham, Darlington, Hartlepool, Stockton-on-Tees, Middlesbro', Whitby, Scarborough, and Pontefract.

In Scotland—Edinburgh, Dundee, Aberdeen, Arbroath, Perth, St. Andrew's, Kirkcaldy, Dunfermline, Alloa, Stirling, Falkirk, Galashiels, Selkirk, Hawick, and Dunbar.

Paisley is the only town in which the provost, representing the local authority, declined to recognize the Act, and to appoint an Inspector to enforce it.

In my letter to you of the 15th November 1868, I brought under your notice the result of an investigation I had caused to be made as to the state of education in seven of the principal towns in my district, selected as being the residence of a Sub-Inspector, viz., Edinburgh, Glasgow, Dundee, Newcastle-on-Tyne, Leeds, Rochdale, and Blackburn.

In each of these towns a hundred young persons, principally about thirteen years of age, were examined as to their educational acquirements; and without repeating the details contained in that letter, the following is the result:—

Could read and write	-	-	53·285 per cent.
Could read only	-	-	14·285 „
Could neither read nor write	-	-	32·430 „

In that letter I expressed my belief that the lists from which the above summary were taken, had been prepared with great accuracy, and afforded a reliable estimate of the state of education in the seven towns referred to; and I added that the result strengthened an opinion I had for many years entertained that a remedy for such a lamentable state of matters was to make education a condition of employment. The plan I suggested was, that after the expiry of a given time, say two years, young persons of thirteen years of age should not, for the first time, be employed in any of the factories or public works under inspection, who could not read and write.

I excluded from this test those young persons who had been previously employed in the factories and works in question, as, from circumstances, many of them might have some difficulty, either in acquiring, at their period of life, the necessary amount of education, or, if excluded from these works, in obtaining any other suitable employment.

I also expressed the opinion that those young persons who could not read and write should only be employed as half-timers, and be placed under the same conditions, regarding school attendance, hours of work, &c., as children under thirteen, until they had acquired the necessary amount of education to entitle them to be employed for full time.

The plan I recommended possesses this advantage, that it could be effectually carried out by the present staff of factory officials, Inspectors, Sub-Inspectors, and certifying surgeons, without imposing any additional expense on the Government. I could give details, but perhaps these would be out of place in this letter.

I have since been gratified to find that competent judges, who take an interest in the question of education, concur in the views I have expressed in that letter.

As bearing upon this question, I beg to mention that I have lately read, with great interest, the report of a commission appointed in 1863 by the French Government to inquire into the state of technical education in Germany and Switzerland; and presented, last session, by command of Her Majesty, to both Houses of Parliament.

From this document I make the following extracts, showing the system of practical instruction adopted and rigidly enforced in the following countries; viz., Prussia, Hanover, Saxony, Austria, Bavaria, Switzerland, Wurtemberg, and Baden.

You will observe that education, either expressly provided for or implied, is made a condition of employment in those countries.



## I. PRUSSIA. Royal Ordinance, 16 May 1853. Report p. 9.

“ Since 1837 the Prussian Government, in the threefold interest of society, of the education and the morals of youth, has constantly enforced efficacious measures. According to the last regulations (16th May 1853),—

“ Children cannot be allowed to work in factories under the age of 12.

“ From and after 1st October 1853, young people under 16 years of age cannot be admitted to work in factories until their father or guardian presents a certificate stating that they can read and write. The manufacturer must keep this certificate, and produce it when required by the authorities.

“ Children under 14 years of age cannot be allowed to work more than six hours a day. Three hours a day shall be devoted to instruction.

“ It is strictly forbidden to allow children under 16 years of age to work before half-past five in the morning or after eight in the evening.”

## “ II.—HANOVER. Royal Ordinance, 26 May 1848. Report p. 30.

“ § 3. The children of every inhabitant of the country are bound to attend the primary schools during the prescribed period, unless they attend the classes of an educational establishment of a higher order, or receive from private teachers the required instruction. The spiritual authority of their communion may grant a dispensation.

“ § 4. The age at which attendance at school becomes compulsory is six years.

“ § 5. This prescribed period ends at the age laid down by law in the different provinces of the kingdom and for the different religious communions. Wherever there may be no regulations laid down on this subject, our Minister of Public Instruction and Worship is empowered to fix the time.

“ § 6. Private instruction does not dispense with attendance at the primary schools, unless it comprises all the matters taught in the latter, and unless the capacity of the teacher is recognized by the authorities charged with the supervision of the primary schools.”

## “ III.—SAXONY. Report, p. 77–8.

## “ GENERAL SYSTEM OF INSTRUCTION IN SAXONY.

“ *Primary Instruction.*—The principle of compulsory instruction appears to have been established in Saxony by the Elector John George in 1573, since which time it has been enforced with more or less severity. Its application is now regulated by the law of 6th June 1836, which requires the attendance at school of children of both sexes between the ages of six and 14 years. The expenses of the primary schools are defrayed in part by the school fees from which the poor only are exempted, the

deficiency being supplied by local taxation, and by grants from the Government in the poorer districts.

*“Instruction of Children who work in Factories.”*—Children cannot be employed in factories until they are 12 years old. Their employers are bound to allow them the time necessary for attending the primary school, or else to have a school on the premises, as required by the provisions of the law of 6th June 1835. Children under 14 years of age must not be kept at work more than 10 hours, including the time allowed for meals.

“IV.—AUSTRIA. Report p. 90.

“The laws of the State render primary instruction compulsory. Primary schools must be established wherever needed. A very large portion of the empire is already well provided in this respect; and in other parts, especially the east and south, they are to be found in sufficient numbers so that the law on compulsory education may be strictly enforced.

“Report, p. 92.

“According to the regulations, which render primary instruction compulsory, every child who does not receive at home, or in a private school, the instruction required, must attend the public primary school on week days from six years of age till 12, and when, on leaving the primary school, he does not enter a higher school, he must, until 15 years of age, attend the Sunday school, the object of which is to improve and extend the instruction of boys and girls in the knowledge required for the business of practical life.

“V.—BAVARIA. Report, p. 133.

“Following the example of Prussia and Austria, primary instruction was made compulsory in Bavaria by a decree dated 9th July 1856, as regards children from six to 13 years of age. In the application of this decree allowances are made for the local and peculiar difficulties which may be opposed to its prescriptions; but in towns, where such exceptional circumstances are rarely found, its enforcement is far more strict.

Report, p. 134.

“The law, which makes primary instruction compulsory, without any exception, is so well observed that there is scarcely any difference between the number of children bound to go to school and of those who actually attend.

In 1864, out of the recruits who joined the army, the number who could *read and write but imperfectly, or only read*, was but 8 per cent., a fact which proves the efficacy and the strict observance of the law.



## “VI.—SWITZERLAND. Report, p. 149.

“In republican Switzerland, as in the different states of Germany, primary instruction is compulsory.

“Every canton of Switzerland has its own laws and administration, and therefore the system of instruction may vary from one to another.”

Taking Zurich for an example, “all the children of the canton of Zurich who have attained their sixth year on the 1st of May are bound to attend the primary schools at the next resumption of studies after a vacation, which under ordinary circumstances usually takes place in May. Under this age children are not admitted to the schools. Attendance at primary instruction is compulsory until the age for confirmation (16 years). The inhabitants who have their children taught at home are bound to satisfy the authorities that the children receive an education at least as good as that of the primary schools, and they have to pay the school fees just the same until their children have attained the age fixed by the regulations.”

## “VII.—WURTEMBERG. Report, p. 167.

“The laws which make instruction compulsory in the kingdom of Wurtemberg are not of very ancient date. The first was passed on the 29th September 1836, and the second on the 6th November 1852. Their application encountered no difficulties, even in those parts of the country where circumstances seemed most unfavourable.

“Report, p. 168.

## “FACTORY SCHOOLS.

“In this kingdom education has become so much a part of the national habits that a law compelling the education of children employed in factories is scarcely necessary. The industrial establishments which employ children, and are situated in isolated positions, nearly all have schools attached to them, which are as well managed as those of the parishes.

## “VIII.—BADEN. Report p. 179.

“In the Grand Duchy of Baden all children between the ages of six and 14 (except in cases of ill-health) are compelled to attend the primary schools.

“Report, p. 180.

## “FACTORY SCHOOLS.

“Children bound to attend school cannot be exempted from so doing for the purpose of working in factories, unless they attend special schools, the establishment of which must be authorized by

the superior council of instruction, and the expenses of which must be borne by the manufacturers. Children over 11 years of age who have not passed the two lower degrees of elementary primary instruction cannot attend the factory schools. Each division must receive on the average at least two hours teaching every day. The class hours must be, as far as possible, so arranged in the morning and afternoon as to precede the working hours; if this be impracticable, the children must have at least an hour's recreation before they go to school. The sum total of hours for work and study, in the case of children who have not got beyond the age when they can leave school (14 for boys and 13 for girls), must not exceed 12 hours. Children are allowed during the working hours, both morning and afternoon, a quarter of an hour's rest, and a whole hour at noon for play, with an opportunity of open air exercise in both instances."

I fear these extracts may be considered lengthy, but I hope not more so than the importance of the subject, which is exciting so much attention at the present time, would seem to justify, the more especially when it is considered that, while the great majority of the people are in favour of compulsory education, they are not aware of the advantages that have resulted from that system in other countries.

Upon this point I make the following extracts from the above Report, page 9.

"In all the countries we have visited, whatever the form of government or religion, both law and custom make primary instruction compulsory. Nowhere is it admitted that fathers have the right, to the prejudice of society, of withholding from their children this nourishment of the mind, any more than they can deny them that of the body. Laws and formal regulations establish this compulsion; a special supervision is exercised to ensure its observance, and it is further secured by graduated penalties, consisting in the first instance of an admonition from a magistrate, or a special authority, next of a fine, and lastly of imprisonment.

"These rules are as strictly observed in republican Switzerland as in monarchical Austria. They are everywhere accepted, and few persons ever attempt to evade them without legitimate grounds. But grounds of this kind too commonly exist in the rural districts. The isolated and scattered position of houses, the state of the roads, the mountainous nature of the country, are so many obstacles which necessitate a relaxation of the rule, at least for a time.

"In central Germany and Switzerland the attendance is general, and secured by a regular supervision, of which we shall afterwards give instances. But notwithstanding the natural obstacles, or the indifference of some populations, remote from centres of intellectual activity, the principle subsists everywhere; the exception, therefore, astonishes when it does not present itself as the consequence of evident circumstances. For instance, the colonel of a regiment in one of the minor States of Germany having



ascertained that, out of a contingent of 800 men recently sent to him, four individuals could not read, the fact appeared so extraordinary that an inquiry was held in order to ascertain the cause."

I will only further add, that, in the course of the last 30 years, I have had the most ample opportunities of ascertaining the opinions of all classes of persons connected with factories upon the question of making education a condition of employment; and I feel convinced that such a measure would be hailed as a great boon throughout the manufacturing districts, both by the employers and employed.

I have the honour to be,

Sir,

Your obedient servant,

DANIEL WALKER.

Alexander Redgrave, Esq.

## APPENDIX No. 2.

RETURN of PROSECUTIONS for Offences against the FACTORIES REGULATION ACTS, &c., in the DISTRICT of ALEXANDER REDGRAVE, Esq., for the Six Months ended the 31st October 1869.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.						
June 28	The Britannia Mill Company, Limited, Crawshaw Booth, Rawtenstall.	The Rev. J. L. Mordacque, Dr. Binns, Thomas Rawstorn, and G. Whitaker, Esqs., Haslingden.	<i>In the Sub-Inspectorship of Mr. Patrick.</i> Employing four women and young persons after 6 o'clock p.m.	£ 4 0 0	£ 3 8 0	
Oct. 7	Morris Witmond, tobacco manufacturer, Church Lane.	John Paget, Esq., Thames Police Court, Stepney.	<i>In the Sub-Inspectorship of Mr. Oram.</i> For employing two young persons and one woman on Sunday the 26th September.	-	-	The defendants in these cases were convicted, and bound in their own recognizances to appear for judgment when called.
"	Leon Corper & Son, tobacco manufacturers, Magdalen Place.	"	For employing one woman on Sunday the 26th September.	-	-	
"	Rachel Levy & Son, tobacco manufacturers, Leman Street.	"	For employing one young person on Sunday the 26th September.	-	-	
						Adjourned until the 4th November, for the attendance of Mr. Levy.



## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.						
Oct. 7	Morris de Haas, tobacco manufacturer, White-chapel Road.	John Paget, Esq., Thames Police Court, Stepney.	<i>In the Sub-Inspectorship of Mr. Oram</i> —cont. For employing eight women on Sunday the 26th September.	£ s. d. - - -	£ s. d. - - -	Adjourned until the 4th November, in consequence of Mr. Morris de Haas being on the continent.
Oct. 15	A. and H. Isaacs, tobacco manufacturers, 4, Commercial Street.	Cuthbert E. Ellison, Esq., Worship Street Police Court.	For employing nineteen young persons and one child on Sunday the 26th September.	- - -	2 0 0	The defendants were convicted, and bound in their own recognizances to appear for judgment when called.
June 10	Mr. James Wakeham, letter-press printer, Notting Hill.	J. T. Ingham, Esq., Hamersmith Police Court.	<i>In the Sub-Inspectorship of Mr. Henderson.</i> Employing a child forenoon and afternoon of the same day.	- - -	- - -	Dismissed.
Aug. 5	Messrs. W. C. Jay & Co., silk mercers, Regent Street.	A. A. Knox, Esq., Marlborough Street Police Court.	Employing fifteen females after 8 o'clock p.m.	0 10 0	0 4 0	
Sept. 30	Messrs. Taylor and Spearling, letter-press printers, Holborn.	James Vaughan, Esq., Bow Street Police Court.	Employing three young persons after 8 o'clock p.m.	3 0 0	0 14 0	
July 8	Henry Fisher, Hollis Works, Sheffield.	Thos. Dunn and T. W. Rodgers, Esqs., at the Town Hall, Sheffield.	<i>In the Sub-Inspectorship of Mr. Gould.</i> Employing a female after 8 p.m.	- - -	0 4 0	Withdrawn on payment of costs.

## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.			<i>In the Sub-Inspectorship of Mr. Gould—cont.</i>			
July 8	Henry Fisher, Hollis Works, Sheffield.	Thos. Dunn and T. W. Rodgers, Esqs., at the Town Hall, Sheffield.	Employing a young person after 8 p.m.	£ s. d. - - -	£ s. d. 0 4 6	
"	Frederick Law, Hollis Works, Sheffield.	"	Employing a young person after 8 p.m.	- - -	0 4 6	
"	George Hulley, Hollis Works, Sheffield.	"	Employing a young person after 8 p.m.	- - -	0 4 0	Withdrawn on payment of costs.
"	Walter Palmer, Hollis Works, Sheffield.	"	Employing a young person after 8 p.m.	- - -	0 4 0	
"	Thomas Dignam, Hollis Works, Sheffield.	"	Employing a young person after 8 p.m.	- - -	0 4 0	
"	Edward Atkin, Eyre St., Sheffield.	"	Employing a female after 8 p.m.	- - -	0 4 0	
Sept. 10	Henry Ward, Egerton Street, Sheffield.	Henry Wilkinson and R. N. Phillips, Esqs., at the Town Hall, Sheffield.	Employing a child without a school certificate	- - -	0 4 0	Withdrawn on payment of costs.
"	George Hall, Egerton Street, Sheffield.	"	Employing a child without a school certificate	- - -	0 4 0	Withdrawn on payment of costs.
"	John Biggin, Egerton Street, Sheffield.	"	Employing a child without a school certificate	- - -	0 4 0	Withdrawn on payment of costs.



## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869. Sept. 10	Henry Ward, Egerton Street, Sheffield.	Henry Wilkinson and R. N. Phillips, Esqs., at the Town Hall, Sheffield.	<i>In the Sub-Inspectorship of Mr. Gould—cont.</i> Employing a child without a surgical certificate -	£ s. d. - - -	£ s. d. - - -	Withdrawn, the defendant promising not to offend again.
"	George Hall, Egerton Street, Sheffield.	" "	Employing a child without a surgical certificate -	- - -	- - -	Withdrawn, the defendant promising not to offend again.
June 10	John Taylor, Over Darwen, paper manufacturer.	Richard Eccles, Nathaniel Walsh, J. Baron, and R. T. Ashton, Esqs., Over Darwen.	<i>In the Sub-Inspectorship of Mr. E. H. Osborn.</i> Neglecting to fence two fly-wheels as required by the Act, after repeated notices.	10 0 0	1 4 6	

## APPENDIX No. 3.

Accidents in Factories, Bleachworks, &c., and Works under the Provisions of the Acts of 1864 and 1867.

TABLE No. I.—*Accidents arising from Machinery.*

Nature of Injury.	Adults.		Young Persons.		Children.		Total.		
	M.	F.	M.	F.	M.	F.	M.	F.	M.&F.
Causing death - - -	26	1	9	1	-	1	35	3	38
Amputation of right hand or arm	7	-	7	3	1	-	15	3	18
Amputation of left hand or arm	5	-	8	-	1	-	14	-	14
Amputation of part of right hand	58	22	54	40	12	6	124	68	192
Amputation of part of left hand	66	14	45	17	9	3	120	34	154
Amputation of any part of leg } or foot - - - - - }	6	-	3	-	2	-	11	-	11
Fracture of limbs or bones of } trunk - - - - - }	56	8	40	9	8	2	104	19	123
Fracture of hand or foot -	68	17	25	27	8	13	101	57	158
Injuries to head and face -	60	21	26	19	6	3	92	43	135
Lacerations, contusions, and } other injuries not enumerated } above - - - - - }	571	150	354	216	90	42	1015	408	1423
Total -	923	233	571	332	137	70	1631	635	2266

TABLE No. II.—*Accidents not arising from Machinery.*

Nature of Injury.	Adults.		Young Persons.		Children.		Total.		
	M.	F.	M.	F.	M.	F.	M.	F.	M.&F.
Causing death - - -	21	-	5	-	5	-	31	-	31
Amputation of right hand or arm	1	-	-	-	-	-	1	-	1
Amputation of left hand or arm	-	-	-	-	-	-	-	-	-
Amputation of part of right hand	13	-	2	-	-	-	15	-	15
Amputation of part of left hand	14	-	1	-	-	-	15	-	15
Amputation of any part of leg } or foot - - - - - }	9	-	4	-	-	-	13	-	13
Fracture of limbs or bones of } trunk - - - - - }	86	3	27	1	2	-	115	4	119
Fracture of hand or foot -	63	-	4	-	-	-	67	-	67
Injuries to head and face -	245	2	70	3	3	-	318	5	323
Lacerations, contusions, and } other injuries not enumerated } above - - - - - }	1198	9	254	10	16	2	1468	21	1489
Total -	1650	14	367	14	26	2	2043	30	2073
Total number of accidents } reported - - - - - }	2573	247	938	346	163	72	3674	665	4339



## APPENDIX NO. 4.

LIST of the Workshops under the Workshops Regulation Act, 1867, visited by the Sub-Inspector of Factories in the district of MR. A. REDGRAVE, during the six months ended the 31st October 1869

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## By Mr. SUB-INSPECTOR PATRICK.

Michael Drury, Toad Lane, Rochdale.  
 John Casson, Toad Lane, Rochdale.  
 John Muir, Toad Lane, Rochdale.  
 William Gray, Yorkshire Street, Rochdale.  
 John Schofield, Yorkshire Street, Rochdale.  
 Mrs. Ann Ashworth, Market Street, Bacup.  
 William Unty, Union Street, Bacup.  
 Miles Ashworth, Saint James' Street, Bacup.  
 William Moony, Saint James' Street, Bacup.  
 Alfred Caldwell, Yorkshire Street, Bacup.

The above are all clothiers.

## By Mr. SUB-INSPECTOR COLES.

1869.

June 9. Joseph Whitehead, heald knitter. Failsworth, near Manchester.  
 June 16. John Woolstenholme, wholesale druggist. Bury, Lancashire.  
 June 19. Platt and Sankey, washing powder manufacturer. Blackley, near Manchester  
 Aug. 10. James Allen, cotton winders. Failsworth, near Manchester.  
 Aug. 17. J. and J. Thorp, smallware manufacturers. Middleton.  
           S. and G. Scholes, smallware manufacturers. Middleton.  
           J. and J. Smithies, smallware manufacturers. Middleton.  
           Smethurst and Hilton, smallware manufacturers. Middleton.  
           Thornley and Bestwick, smallware manufacturers. Middleton.  
           Richard Pendleton, smallware manufacturer. Middleton.  
           Thomas Simpson, hand-loom weaver. Chaderton.

- Aug. 24. Mary Hine, hat manufacturer. Bury, Lancashire.  
William Stott, clog-iron manufacturer. Bury, Lancashire.
- Sept. 2. Mary Crompton, smallware manufacturer. Park Street, Manchester.  
Louis Cobe, cloth cap manufacturer. Park Street, Manchester.  
J. Phillips, cloth cap manufacturer. Salford.  
John Pollitt, stay manufacturer. Salford.  
John Townsend, soda water manufacturer. Salford.
- Sept. 17. Ralph Wrigley, rope and twine manufacturer. Hollingwood, near Oldham.
- Sept. 25. John Cunliffe, paper stainer. Salford.
- Oct. 16. John Casthelaz, chemical manufacturer. Crumpsall, near Manchester.

By Mr. SUB-INSPECTOR RICKARDS.

1869.

- May 5. Harrison and Co., seed crushers. Winchinglee, Hull.
- May 11. Waller and Richardson, mantle makers. Briggate, Leeds.  
Mrs. Burton, milliner. Briggate, Leeds.
- June 9. Miss Fletcher, dress maker. Woodhouse Lane, Leeds.
- June 17. Steel and Cockburn, cap makers. Oxford Mill, Leeds.
- July 9. J. W. Pickard, rag sorter. Armley Road, Leeds.
- July 15. Hindes and Friend, cap makers. Lady Lane, Leeds.  
J. Ballon, clothier. Lady Lane, Leeds.
- July 23. Mrs Dawson, milliner. Tadcaster.  
J. Wardell, milliner. Tadcaster.  
Miss Varley, dressmaker. Tadcaster.  
Miss Farrer, dressmaker. Tadcaster.  
Miss Wood, milliner. Tadcaster.
- Aug. 4. Thos. Hall and Son, builders. Harper Street, Leeds.
- Sept. 17. J. W. Green, saw mills. Boro' Bridge.
- Oct. 9. T. Burrow, bootmaker. Meadow Lane, Leeds.
- Oct. 28. T. Cussons and Sons, tanners. Beverley.



## By Mr. SUB-INSPECTOR ORAM.

1869.

- May 6. East London Refuge, 4, Mansell Street. Brushes, blacking, and ink.
- May 13. E. Schneider, 10, Fashion Street. Wearing apparel.
- June 15. Mr. Fousca, Tenter Street. Sarsaparilla.
- June 22. Henkel and Co., 24, Chisenhale Road. Pasteboard.
- June 30. Mr. Turner, Mary Street. Clay pipes.  
J. Raby, 3, Westover Street. Clay pipes.  
Mr. Westwood, 8, Henry Street. Clay pipes.
- July 10. Redwood and Co., Homerton. Gelatine and starch.  
Mr. King, Wallis Road. Bricks.  
J. Ferguson, . 34, Smithfield. Surgical instruments.  
Miss Sugden, Charterhouse Street. Artificial flowers.
- July 14. Brown and Co., Union Court. Numerical stamping, &c.
- July 15. Soanes and Co., Bow Common Lane. Rope-walk.
- Aug. 4. Clarke and Son, Cowcross Street. Copper-smiths.
- Aug. 11. Harper and Co., Three Colt Street. Coopers.
- Aug. 20. Executors of W. Bailey, 216, Kingsland Road. Lemonade and ginger beer.
- Aug. 25. Messrs. Stroud, Leytonstone. Bricks.
- Aug. 26. Mr. T. Hanbury, 120, Wood Street. Wearing apparel.
- Aug. 30. Mr. Brunet, 26 Redcross Street. Bonnet fronts.
- Sept. 1. Mr. Ingram, 41, Old Street, and 4, Memel Street. Fancy boxes and valentines.
- Sept. 25. Mr. Forsyth, 3, Boundary Street. Lucifer match boxes.  
Mr. Eekinbar, 15, Winston Street. Lucifer match boxes.  
Mr. Payne, 17, Fryers Mount. Lucifer match boxes.  
J. Vandy, 46, Ford Street. Lucifer match boxes.

- Oct. 21. W. H. Rowe, 290, Hackney Road. Boot  
uppers.  
Oct. 29. Simmonds and Co., Norman's Buildings.  
Fancy boxes.

By MR. SUB-INSPECTOR HENDERSON.

1869.

- July 2. Messrs. Perkin and Sons, colour makers.  
Greenford Green, Middlesex.  
July 5. Messrs. Acton and Co., emery grinders.  
Highbury.  
July 14. Mr. J. Stone, crinoline manufacturer. 65,  
Newton Street, Hoxton.  
July 23. Messrs. Gibbon and Cronford, brewers.  
Brentford.  
Messrs. Rowe and Co., soap manufacturers.  
Brentford.  
Oct. 25. Mr. Waind, silk mercer, &c. 169, Upper  
Street, Islington.

By MR. SUB-INSPECTOR LAKEMAN.

1869.

- May 11. Singleton, Bros., workers in iron. Ipswich.  
Keeble and Son, workers in wire. Ipswich.  
Backhouse N., workers in zinc. Ipswich.  
May 12. Gibbons and Co., brickfields. Ipswich.  
Morgan and Co., brickfields. Ipswich.  
May 14. Grimwade and Kidley, manufacturing chem-  
ists. Ipswich.  
May 19. Osborne, F, clothier. Colchester.  
Knopp and Son, shoe manufacturers. Col-  
chester.  
Hammond, Wm., clothier. Colchester.  
May 20. Essex and Suffolk Flax Co., scutchers, &c.  
Manningtree.  
Leigh, George, fellmonger. Manningtree.  
Hamilton, Stephen, brickfields. Manning-  
tree.  
May 22. Swaffield and Bevill, milliners and dress-  
makers. Ipswich.  
Juby, Mrs., milliner and dressmaker. Ips-  
wich.  
Read, Mrs., milliner and dressmaker. Ips-  
wich.  
Beart and Co., milliners and dressmakers.  
Ipswich.



- May 25. Fison, Joseph, chemical works. Bramford.  
Chapman, Bros., chemical works. Bramford.  
Goddard, J., tar distillers. Bramford.
- June 1. Martin, Benj., shoe manufacturer. Norwich.  
Blyth, J., brush manufacturer. Norwich.
- June 7. Warmisham, S., scale maker. Ipswich.  
Webber and Co., oil and seed crushers. Ipswich.  
Packard, Edward, chemical manure.. Ipswich.
- June 11. Tilney, H., machine maker. Halesworth.
- June 18. Johns, W. and T., fellmongers. Chelmsford.
- June 22. Barker and Gosling, shoe manufacturers. Norwich,  
Bostock and Co., shoe manufacturers. Norwich.
- June 23. Smith, John, shoe manufacturer. Norwich.  
Soman and Co., shoe manufacturers. Norwich.  
Harris, Jas. T., shoe manufacturer. Norwich.
- July 5. Baldwin, Messrs., bricks and tiles. Cornard, near Sudbury.  
Cross and Son, cocoa matting. Sudbury.  
Kipling, Pain, and Co., silk winding by hand. Sudbury.
- July 6. Richold, Wm., cocoa fibre. Melford.  
Lengeman, Hy., horse hair. Melford.  
Churchyard, J. N., horse hair. Melford.  
Downs, Wm., cocoa matting. Glemsford.
- July 7. Walters and Son, silk winding by hand. Haverhill.
- July 13. Stephens, Wm., tin worker. Norwich.
- July 14. Hall, W. E., engraver. Norwich.
- July 21. Adnum and Spooner, brush manufacturers. Witham.  
Cheeseman, C. J., silk winding by hand. Braintree.  
Shead, Geo., silk winding by hand. Braintree.  
West and Sons, silk winding by hand. Braintree.
- July 26. Skoyles, A., blacksmith. Lowestoft.  
Wilton and Sons, sawing mills. Lowestoft.  
Allen and Craig, fishing net manufacturers. Lowestoft.

- Aug. 6. Prentice, Bros., chemical works. Stowmarket.  
Miles, E. D., whitesmith. Stowmarket.
- Aug. 7. Threadkill, Miss, dressmaker. Ipswich.  
Dallinger, Miss, dressmaker. Ipswich.
- Aug. 10. Thompson and Son, tin plate workers. Norwich.
- Aug. 12. Mallett, C. T., horse hair manufacturers. Norwich.  
Loombe, Thos., wire worker. Norwich.  
Andrews, R., soap works. Norwich.
- Aug. 26. Wright, F., glue works. Needham.
- Aug. 27. Broomfield, W., bricks and tiles. Halstead.  
Brown, Hugh, tannery. Halstead.  
Sudbury, H., sawing mills. Halstead.
- Aug. 31. Wadsworth, John, soda water manufacturer. St. Ives, Huntingdon.  
Culpin, Chas., blacksmith. Saint Ives, Huntingdon.  
Marshall, Bros., milliners, &c. Saint Ives, Huntingdon.  
Pigott, Lorenzo, clothier. Saint Ives, Huntingdon.  
Minson, Geo., clothier. Saint Ives, Huntingdon.  
Fyson, Thos., milliner. Saint Ives, Huntingdon.  
Beezler, Saml., tin plate worker. March.  
Shute, Wm., glove maker. March.  
Bates, Chas. B., tin worker. March.
- Sept. 1. Benton, Mrs., dressmaker. Wisbeach.  
Waller, James, brush maker. Wisbeach.
- Sept. 9. Bone, Wm., machine repairer. Framlingham.  
Nunn, Jas., millwright. Framlingham.
- Sept. 13. Burlingham, Geo., oil and seed crusher. Bury Saint Edmunds.  
Peckham, Wm., rope maker. Bury Saint Edmunds.  
Lee, Robt., spade maker. Bury Saint Edmunds.
- Sept. 14. Churchyard, John, horse hair. Melford.  
Richold, Wm., cocoa matting. Melford.  
Lengeman, Hy., horse hair. Melford.
- Sept. 15. Bentote, George, cocoa fibre. Lavenham.  
Singleton and Co., tin plate workers. Saffron Walden.



- Sept. 21. Crane, Chas., machine repairer. Wymondham.
- Sept. 22. Elvin, Chas., coach builder. East Dereham.  
Wells, Wm., coach builder. East Dereham.  
Gidney, W. T., tin plate worker. East Dereham.
- Sept 23. Southgate, Bros., coach builder. Fakenham.  
Loose, Miss, dressmaker. Wells.  
Baker, Robt., rope maker. Wells.  
Isaacs, Wm, rope maker. Wells.  
Smithbone, J., rope maker. Wells.  
Thugger, Wm., rope maker. Wells.
- Oct. 18. Osbourne, F., clothier. Colchester.  
Hammond, Mrs., clothier. Colchester.  
Death, Joseph, clothier. Colchester.  
Death, George, clothier. Colchester.
- Oct. 25. Collins, Bros., millwrights. Melton.
- Oct. 27. Bentote, Geo., cocoa fibre. Lavenham.

By Mr. SUB-INSPECTOR OSWALD.

1869.

- May 1. Parker and Smith, Bargate, Boston. Milliners.  
Linton and Price, Bargate, Boston. Milliners.  
John Fisher and Co., Corn Exchange, Yc. Boston, Labels.
- May 8. Vale of Belvoir Plaster Co., Beacon Hill, Newark. Plaster.
- May 11. Thomas Marshall, Poplar, Nottingham. Lace clipping.  
William Marshall, Poplar, Nottingham. Lace clipping.
- May 12. Miss Hill, Bath Street, Nottingham. Making up.
- May 14. Bennett and Stephenson, Victoria Street, Great Grimsby. Saw mills.  
Wintringham and Son, Victoria Street, Great Grimsby. Saw mills.  
Marshall and Atkinson, Victoria Street, Great Grimsby. Saw mills.  
Price, Potter, and Co., Dock Chambers, Great Grimsby. Saw mills.  
Misses Brown, Pelham Street, Nottingham, Milliners.
- May 22. Lesson and Lacey, High Street, Nottingham, Milliners.

- May 29. F. and A. Cleaver, Meadows, Nottingham.  
Lace dressers.  
Mrs. Bown, Shakspeare Villas, Nottingham.  
Dress maker.
- June 11. Sam. Lowe, Nun Street, Derby. Gymp.  
Mrs. Welch, Nun Street, Derby. Gymp.
- June 26. W. Young, Alfred Street, Nottingham. Lace  
dresser.
- June 30. Vale of Belvoir Plaster Co., Orston. Plaster.
- July 2. Meggitt and Son, Hermitage Mill, Nottingham.  
Bone grinders.
- July 5. John Winfield, Stockbrook Street, Derby.  
Gymp.  
T. Stenson, Stockbrook Street, Derby.  
Gymp.
- Aug. 26. J. B. Turner and Co., Burton Road, Derby.  
Wire weaving.  
Thomas Stenson, Stockbrook Street, Derby.  
Gymp.
- Aug. 28. Mr. Walker, Little Toll Street, Nottingham.  
Lace clipping.
- July 7. Richard Young, Matlock Moor. Bricks.
- Aug. 30. William Kirkland, Beeston. Lace.  
Robert Foster, Beeston. Orchard houses.
- Sept. 1. E. Cartwright and Co., Queen's Road, Nottingham.  
Trimmers.
- Sept. 3. Miss Simkins, Alfreton Road, Nottingham.  
Lace clipping.  
J. Bott, Alfreton Road, Nottingham. Sinker  
maker.  
Thomas Wallis, Alfreton Road, Nottingham.  
Hosier.  
Edward James, William Street, Radford  
Lace.
- Sept. 7. Henry Rhodes, Hucknall Torkard. Shet-  
land falls.  
Levi Wagg, Hucknall Torkard. Shetland  
falls.  
William Barker, Hucknall Torkard. Shet-  
land falls.  
William Calladine, Hucknall Torkard. Shet-  
land falls.  
John Plumb, Hucknall Torkard. Shetland  
falls.  
Levi Saxton, Hucknall Torkard. Shetland  
falls.  
Mrs. Cole, Hucknall Torkard. Shetland  
falls.



- Joseph Stainforth, Hucknall Torkard. Shetland falls.
- William Rhodes, Hucknall Torkard. Shetland falls.
- Samuel Holdsworth, Hucknall Torkard. Shetland falls.
- John Rogers, Hucknall Torkard. Shetland falls.
- Sept. 8. W. Cotton, Weekday Cross, Nottingham. Lace caps.
- Sept. 9. S. Lowe, Azard Street, Derby. Gymp, &c.
- Sept. 10. Matthew Taylor, Hucknall, near Alfreton. Hosier.
- H. Simpson, Hucknall, near Alfreton. Hosier.
- Mr. Vallance, Skegby, near Sutton. Bricks.
- Mrs. Harris, Long Row, Nottingham. Milliner.
- W. L. Marshall, Poplar, Nottingham. Lace clipping.
- T. Marshall, Poplar, Nottingham. Lace clipping.
- Sept. 18. Spencer and D'Aubagne, Belper. Silk dyers.
- G. Bentley, Woolpack Lane, Nottingham. Boots.
- H. Egginton, Marygate, Nottingham. Lace warehouse.
- S. Atkin, St. Mary's Place, Nottingham. Lace warehouse.
- E. Goldschmidt, Halifax Place, Nottingham. Box.
- Sept. 21. Norton and Sons, High Street, Lincoln. Drapers.
- Miss Moody, Silver Street, Lincoln. Milliner.
- Mrs. Flint, Silver Street, Lincoln. Milliner.
- Peter Foukes, High Street, Lincoln. Draper.
- Mr. Collingham, High Street, Lincoln. Draper.
- S. May, High Street, Lincoln. Draper.
- Lord, Middleton, Wollaton. Bricks, &c.
- Sept. 23. W. Spriggs, Spittlegate, Grantham. Bricks.
- Sept. 28. G. Leedham, Alfred Street, Nottingham. Chairs.
- Sept. 29. T. S. Dobson and Co., Queen's Road, Nottingham. Lace warehouse.
- F. and A. Cleaver, Meadows, Nottingham. Lace dressers.
- Oct. 27. Geo. Webster, Clumber Street, Nottingham. Boots.

- Oct. 28. Mrs. Woodward, New Basford. Lace drawing.  
Miss Jeffrey, New Basford. Lace drawing.

By Mr. SUB-INSPECTOR GOULD.

- May 11. Collridge, John, Eyre Street, Sheffield. Comb-maker.  
Gordon, Mr., Mary Street, Sheffield. Comb-maker.  
Cutts, Jas., Vicar Lane, Sheffield. Buttons, &c.
- July 15. Cooper, Bros., High Street, Sheffield. Electro plate.
- July 21. Dodworth, J., Rockingham Street, Sheffield. Scales manufacturer.
- July 30. Varah, Wm., Ecclesall Road, Sheffield. Knob manufacturer.
- Aug. 27. Hawkesworth and Tibby, Hawley, Croft, Sheffield. Forks.  
Hoyland, Mr., Hawley Croft, Sheffield. Britannia metal.
- Aug. 30. Utley, Chas., Sydney Street, Sheffield. Comb buffer.
- Sept. 2. Clarke, Mr., Scawby, Lincolnshire. Bricks.  
Alcock, Mr., Scawby, Lincolnshire. Bricks.
- Sept. 3. Thompson, Jas., Napier Street, Sheffield. Electro plate.
- Sept 9. Frith, O., and Sons, Arundel Street, Sheffield. Opticians.
- Sept. 17. Oyle, Mr., Clarborough, Sheffield. Bricks.  
Durney, Mr., West Retford, Sheffield. Glue manufacturer.
- Sept. 23. Hancock, Geo., Edward Street, Sheffield. Mark manufacturer.  
Bown, A., Radford Street, Sheffield. Mark manufacturer.
- Oct. 7. Robinson, Messrs., Masbro', Sheffield. Bricks.
- Nov. 3. Copley, E., Rockingham Street, Sheffield. Forks.

By Mr. SUB-INSPECTOR THORNHILL.

- Rootsey Wards, draper. John Wm. Street, Huddersfield.  
Messrs. Atkinson and Son, drapers, &c. John Wm. Street, Huddersfield.
- Thomas Denham, draper, &c. John Wm. Street, Huddersfield.



Mr. Stansfield, draper, &c. New Street, Huddersfield.

Joel Denham, draper, &c. King Street, Huddersfield.

Saml. Chapman, draper, &c. King Street, Huddersfield.

David Jowitt, draper, &c. King Street, Huddersfield.

Kaye, draper, &c. King Street, Huddersfield.

Mrs. Barker, milliner. Cross Church Street, Huddersfield.

Mrs. Fields, milliner. New Street, Huddersfield.

James Swallow, cap manufacturer. High Street, Huddersfield.

Miss Myatt, milliner. New North Road, Huddersfield.

By Mr. SUB-INSPECTOR SAURIN.

June 7. Misses Blyth, Yule, and Co., milliners and dressmakers. 112, George Street, Edinburgh.

Misses Lamb, milliners and dressmakers. 115, George Street, Edinburgh.

June 21. Misses Bartholomew, milliners and dressmakers. 29, Queen Street, Edinburgh.

Miss Pilinor, milliner. 36, N. Hanover Street, Edinburgh.

June 25. Misses Nichol, milliners and dressmakers. 121, George Street, Edinburgh.

July 24. Misses Crossan, milliners. 29, Broughton Street, Edinburgh.

Miss Baxter, dressmaker. 61, Frederick Street, Edinburgh.

Mrs. Clark, dressmaker. 83, George Street, Edinburgh.

Miss Simpson, dressmaker. 92, George Street, Edinburgh.

July 31. Messrs. Budge and Webster, dressmakers. Frederick Street.

Miss Conquergood, dressmaker. George Street, Edinburgh.

Miss Forsyth, milliner and dressmaker. George Street, Edinburgh.

Oct. 9. Messrs. Gowans and Goodlet, mourning. 25, George Street, Edinburgh.

Messrs. Aitken, milliners and dressmakers, Broughton Place.

By Mr. SUB-INSPECTOR PAGET.

Teasdale and Holroyd, Stanley Lee Moor, near Wakefield. Brickmaking.

Holmes, Thomas, Outwood, near Wakefield. Brick-making.

Hargreaves, Robert, Outwood. Brickmaking.

Hudson, R. J., and Co., alum works. Lofthouse, near Wakefield.

Hartley, Richard, Outwood. Brickmaking.

Dobson, W., Outwood. Twine manufacture.

All the above visited on 4th May to explain Workshops Act. No local authority.

Ryder, Bros., Church Bank, Bradford. Lithographic printing. Visited on 20th May. This place had been treated as a factory, and papers sent, letter-press printing being taken in, but it is not executed on the premises.

Pattern Card Co., Charles Street, Bradford. Same remark as above. Visited on 26th May.

Calvert, John, Howden Clough. Brickmaking. Visited 4th June, explained Act.

Thompson, Joseph, New Leeds, Bradford. Brickmaking. Visited 7th June.

Cliffe, Jos., and Son, fire brick works. Laister Dyke. Visited 7th June.

Kirshaw, David, Gomersal. Brick works. Visted 16th June.

Leather, G. H., Zetland Vitriol Works, Bradford. Visited 22nd June.

Zeall, Wm., Zetland Grease Works, Bradford. Visited 22nd June.

Holmes, John, Wapping Road, Bradford. Bricks. Visited 22nd June.

Bradford Brick and Tile Co., Wapping Road, Bradford. Bricks. Visited 22nd June.

Stephenson, Bros., Lister Hills, Bradford. Tallow. Visited 25th June.

Semon, C., and Co., Church Bank, Bradford. Warehouse. Visited 29th June, by request, to explain Workshops Act.

Gimis, Garnet, and Co., Hull Ings, Bradford. Warehouse. Visited 29th June to explain Workshops Act.

Lee, William, Dewsbury, Rope Walk. Visited 9th July to explain Workshops Act.

Fawcett, Thomas, saw mills. Dewsbury. 12th July to explain Workshops Act.

Oldroyd, March, and Sons, Wellington Street, Dewsbury. Warehouse. Visited 12th July to explain Workshops Act.



Burns, James, Little Horton, Bradford. Soap works.

Visited 30th September to explain Workshops Act.

Oxley, William, Hopton Lane, Mirfield. Handloom weaving. Visited 5th October to explain Workshops Act.

All, except those in the Stanley and Outwood district, and Messrs. C. Semon and Co., Messrs. Ryder, Bros., and the Pattern Card Co., the special circumstances of visiting which is stated, were visited in passing to ascertain whether they were under the Factory or Workshops Act. I have in all cases forwarded an abstract of the Act.

By Mr. SUB-INSPECTOR SALF.

- |      |     |   |
|------|-----|---|
| June | 22. | W. Brookes, Ashton Road, Oldham. Bricks.            |
|      |     | Thos. Rudge, Ashton Road, Oldham. Bricks.           |
| June | 23. | J. Winterbottom, Ashton Road, Oldham. Tin.          |
| July | 2.  | J. Towland, Ashton. Heald knitting.                 |
|      |     | E. Garside, Henry Square, Oldham. Heald knitting.   |
|      |     | Mr. Stone, Chapel Hill, Dukinfield. Heald knitting. |
|      |     | Ashworth and Heginbotham, Hooley Hill. Hats.        |
| July | 3.  | J. Kenjon, Dukinfield. Ropes.                       |
|      |     | J. Hodgson, Whitelands Road, Ashton. Ropes.         |
|      |     | G. Wrigley, Alma Bridge, Dukinfield. Ropes.         |
|      |     | D. Illingworth, Bridge Street, Stalybridge. Ropes.  |
| July | 5.  | W. Bannister, Middleton Road, Oldham. Ropes.        |
|      |     | Hiram Hurst, Middleton Road, Oldham. Bricks.        |
|      |     | Robt. Wrigley, Middleton Road, Oldham. Bricks.      |
|      |     | J. Broadbent, Middleton Road, Oldham. Ropes.        |
| July | 6.  | G. Bowden, Marple. Bricks.                          |
| July | 15. | E. Shepley, Knowl Street, Stalebridge. Bricks       |
|      |     | S. Whitehead, Guide Bridge. Bricks.                 |
| July | 17. | C. Nield and Sons, Charlesworth. Hats.              |
| July | 29. | T. Bardsley, Market Place, Ashton. Brushes.         |

- July 31. G. and J. Shaw, Alberd Works, Dukinfield. Soap.  
 T. Shaw and Son, Crescent Road, Dukinfield. Brushes.  
 Anne Robinson, Mellor Buildings, Rook Street, Katherine Street, Ashton. Heald knitting.  
 Mrs. Irwin, 58, Wellington Road, Ashton. Heald knitting.  
 Mrs. Chambers, Camp Street, Ashton. Heald knitting.  
 Betty Garside, Winter Street, Ashton. Heald knitting.  
 R. Gould, Winter Street, Ashton. Heald knitting.  
 Aug. 4. M. Marland, Oxford Street, Ashton. Tin.  
 Aug. 11. E. Gould, Winter Street, Ashton. Heald knitting.  
 Aug. 23. J. Towland, Ashton. Heald knitting.  
 Joel Diggle, Middleton Road, Oldham. Bricks.  
 Aug. 30. G. Paget, Glossop. Bricks.  
 Oct. 2. Mrs. Crookes, Stamford Street, Ashton. Milliner.  
 G. Bowker, Stamford Street, Ashton. Milliner.  
 Oct. 22. C. Ridley, Alma Bridge, Dukinfield. Ropes.

By Mr. SUB-INSPECTOR CULLEN.

1. John Soutar, 21, Princes Street, Dundee. Draper and straw hat maker.
2. Thos. Cockburn, 42, Reform, Street, Dundee. Milliner.
3. Alexander, Henry, Murraygate, Dundee. Draper and milliner.
4. Alex. Henderson, High Street, Dundee. Silk mercers and milliners.
5. Spence & Co., Reform Street, Dundee. Drapers and milliners.

By Mr. SUB INSPECTOR OSBORN.

1869.

- May 5. Bateson and Johnson, milliners, Blackburn.  
 July 1. Myers Ropery, Padiham.  
 July 5. Myers, Ropery, Padiham.  
 Sept. Copeland and Co., milliners, &c., Blackburn.



- Oct. 4. T. Hart, ropery, Blackburn.  
 Oct. 5. Hayes, rope maker, Blackburn.  
 Oct. 7. Crabb, ropery, Burnley.  
       Pomfret, rope maker, Blackburn.

By Mr. SUB-INSPECTOR BRIDGES.

- May 4 Brighthouse Brickmaking Company, Rastrick.  
 May 21 Brooks and Pickup, brickmakers, Portsmouth. Two children.  
 July 21 Poulman and Co., piano manufacturers, Corporation Street, Halifax. No children; two lads under 18.  
 July 23 Greenwood, Thos., Crown Street, Hebden Bridge. Wholesale clothier.  
       Crowther, Joseph, Hebden Bridge. Wholesale clothier.  
       Barker, Wm., Wood Top, Erringden. Clothier. 20 to 30 young women employed in sewing-machines in upper room of dye works.  
       Sowden and Wheelhouse, Hebden Bridge. Blacksmith.  
 July 26 Dyson, E., draper, Brighthouse.  
 July 27 Smith, John, Culver Street, Halifax. Pattern manufacturer.  
 Aug. 2 Morton, Joseph, Cinder Hill, Halifax. Brickmaker.  
       Saville, J., Southowram. Brickmaker.  
 Aug. 5 Beckwith, J., Parliament Street, Brighthouse. Blacksmith.  
       Robinson and Carter, Parliament Street, Brighthouse.  
 Aug. 6 Robinson, J. G., Ainley, Elland. Brickmaker.  
       Sharratt, J., Ainley. Brickmaker.  
       Kitson, R., Grimescar near Elland. Brickmaker.  
       Kitson, E., Woodman Clay Works, Elland. Brickmaker.  
 Aug. 7 Nicholson, F. H., and Co., Crown Street, Halifax. Drapers and dressmakers.  
       Willis, E., Crown Street, Halifax. Draper.  
       Act strictly enforced.  
 Aug. 10 Gibson, Messrs., Todmorden. Drapers.  
       Coop, Messrs., Todmorden. Drapers.  
       Halstead, Miss, Todmorden. Dressmaker.  
       Union Co-operation Store, Todmorden.

- Aug. 12 Taylor, Bros., Cross Hills, Halifax. Brace-makers.
- Aug. 13 Aked, Miss, Bolton Row, Sowerby Bridge. Dressmaker.  
Riley, W., Workshops, Halifax. Outfitter.
- Aug. 18 Heoson, Miss, Sowerby Bridge. Dressmaker.  
Holdsworth, Miss, dressmaker, Sowerby Bridge.  
Chadwick, Mrs., Sowerby Bridge. Dressmaker.  
Eastwood, Mr., Sowerby Bridge. Tailor and outfitter. No knowledge of Act.
- Sept. 6 Marsden, J., Elland Edge, Stone Quarry.  
Firth, Jas., Elland Edge, Stone Quarry.  
Ramsden, Solomon, Elland Edge, Stone Quarry.
- Sept. 7 Mason, James, Eastwood. Rope maker.  
Clegg, Jonas, Sandholme. Rope maker.  
Highley, John, Todmorden. Bootmaker.
- Sept. 8 Crowther, Saville, Paradise Quarry, Southowram.
- Sept. 9 Greenwood, James, Cross Hills, Halifax. Rope walks. Ten children.  
Gill and Salmon, New Bank, Halifax. Rope walks.  
Jagger, W., New Bank, Halifax. Brick-maker.
- Sept. 15 Lee, James, Hipperholme. Tannery.
- Sept. 22 Holt, J., Hope Street, Halifax. Blacksmith.
- Sept. 29 Crossland and Son, Bedford Street, Halifax. Wood turner.

By Mr. SUB-INSPECTOR W. O. MEADE KING.

1869.

- June 2. Peter Lowe and Son, 32, Church Street, Manchester. Packers.
- June 19. Emma Bartlett, 297, Oxford Street, Manchester. Milliner, &c.  
R. and J. Longworth, 6, Pool Street, Manchester. Packers.
- June 25. McNair, Greenhow, and Co., 39, Hilton Street, Manchester. Warehouse.  
Wright and Co., 39, Hilton Street, Manchester. Warehouse.
- June 26. David Pickup, 6, Greenwood Street, Manchester. Packer.



- June 29. J. and N. Philips, Church Street, Manchester.  
Mantles and millinery.
- July 1. Geo. Hodgkinson, Bond Street, Manchester.  
Packer.
- July 5. Wallace and Co., Mount Street, Manchester.  
Warehouse.
- Aug. 2. R. B. Edmondson and Sons, New Wakefield  
Street, Manchester. Glass stainers.
- Aug. 19. W. H. Stott, 12, Church Street, Manchester.  
Clothier.
- Aug. 26. T. Faulkner, West Gorton, Manchester.  
Cap fronts.
- Aug. 27. James Gregson, Bradford Road South, Man-  
chester. Paper-stainer.  
S. Taylor and Son, Gorton Lane, Manchester.  
Paper-stainer.
- Aug. 30. Wm. Dean, 14, Sutton Street, Manchester.  
Brushwood japanner.
- Sept. 4. John Cunliffe, 6, Great John Street, Man-  
chester. Paper-stainer.
- Sept. 16. Mary Singleton, Timber Street, Dantzic  
Street, Manchester. Wood-turner.  
John Smith, Mazes Street, Manchester. Saw  
mill.
- Sept. 21. Richd. Magner, 27, Long Millgate, Man-  
chester. Artificial flowers.
- Sept. 24. Booth and Rowland, Audenshaw, Manchester.  
Hats.
- Oct. 27. Wm. Towers, 19, Irk Street, Manchester.  
Fustian-cutter.

TWENTY-FOURTH HALF-YEARLY REPORT, under the  
LAWS relating to FACTORIES AND WORKSHOPS,  
by ROBERT BAKER, ESQ.

*Factory Inspectors' Office,*  
30th November 1869.

SIR,

I HAVE regularly received the weekly reports of the Sub-Inspectors who administer the Factory Acts in my division.

I trust you will be satisfied with our efforts to develop the Workshops Act, as well as the Factory Acts during the past half year, according to your expressed wish in the autumn of 1868. Each Sub-Inspector has reported to me all that he has done in this respect; and their observations form an appendix to my own, on the present occasion.

The total number of factories proper, including those of the Act of 1867, amounts now in my division alone, to rather over 12,000. I have no just idea of the number of workshops, only that I think, from our visitation of them so far, their aggregate number will prove not to be so large as has been generally anticipated. I am thus still further encouraged to believe that, if the Factory Act Extension Act, 1867, and the Workshops Act, were assimilated, and the present dividing line of fifty persons reduced to seven, as I ventured to recommend in my last two reports, there would not require many more Sub-Inspectors adding to the present staff in order to bring both Factories and Workshops under the same discipline. Indeed, I have little doubt that the gentlemen who now form it, would not object to work a little longer each day, (and would do it with more uniformity of purpose than new men) if they were encouraged to do so by an annually increasing remuneration of small amount (as their work is also an annually increasing work) up to the maximum now authorized after thirty years' service, a maximum which is ever before them as an almost hopeless possibility, because it is a class increase, is easily filled up, and in which vacancies are few. At present it stands as follows:— There are at 300*l.* a year under 10 years' service, 31; at 350*l.* a year after 10 years' service, 4; at 400*l.* a year after 15 years' service, 2; at 450*l.* a year after 20 years' service, 1; at 500*l.* a year after thirty years' service, 1. I believe such promotion would be real economy. The reports which my Sub-Inspectors have sent in to me (and I have no doubt they would all prove equally excellent) show a zeal worthy of



such encouragement, and a discretion which is worth even more than zeal; and well deserve that I should bring them under your special notice now that the Factory Act Extension Act 1867, is in general operation.

Let me add, that the first four Inspectors had each 813 factories upon the average in their entire division; and now, each of my Sub-Inspectors has on the average 570 under his special care in his sub-district.

### *State of Trade.*

I have nothing to add to my April observations in respect to the state of trade. There does not seem to be any real revival yet in the cotton districts. In some of them the manufacturers are a little more hopeful than in others; but generally speaking the state of trade appears to be about what it has been for some time.

### *Accidents.*

It is with real concern that I direct your attention to the number of accidents in half a year in my division alone, the total being not less than 4,262. True it is that many of these accidents have not been occasioned by machinery; but they have happened on the factory premises. It is melancholy too to observe that, there have been not less than 95 deaths, though some were multiplied by boiler explosions; not less than 182 amputations of whole or parts of limbs, 310 fractures of bones, 366 injuries to head and face; while the number of lacerations and contusions amounted to 3,309. A catalogue of suffering, and privation arising from want of employment thereby, of which no one would have any idea but for these reports.

I am of opinion, however, that a very considerable part of of the last-named accidents, are reported unnecessarily; and I have before ventured to recommend, which I again do, that no accident whatever should be reported unless the sufferer was compelled to stay from work for a whole week. The annual saving effected in this way might easily be transferred to the increments in the Sub-Inspectors' salaries, which I have suggested, and which, added to the saving of new appointments, would almost eke out the whole cost of enforcing the Factory Act Extension Act, 1867, if assimilated, by this department.

### *Hours of Work.*

The hours of employment, both in factories and workshops, vary from many causes, some of which are probably local,

others incidental. In the textile as in the fictile trades they are 60 hours a week of actual work. In the hardware and metallurgic trades they are here and there 60 hours, but in the majority of trades they do not exceed 57 or 58 hours a week, and sometimes less than that. The worst of it is (for uniformity's sake) that in the same trade these hours are very capricious, and dependent on so many circumstances, that it has been exceedingly difficult to classify them so as to meet every requirement.

For example, the following permissions to vary the fixed hours of the Factory Acts have been given within the year 1869, exclusive of the ordinary 7 to 7 notices.

To letter-press printers,—

To work between	-	8 and 8	-	98	{ Newspaper printers mainly.
"          "		7 and 7	-	233	
Connected with retail					
shops	-	8 and 8	-	8	
"          "		7 and 7	-	1	
Variable holidays	-	-	-	26	
"          breakfast hours			-	2	
Male young persons to work as men	-		-	3	
The weekly half holiday changed to					
another day than Saturday	-		-	13	
Total				- 384	

To shipbuilders,—

To work between the hours of 8 and 8	-	-	8
"          "          "          7 and 7	-	-	4
Male young persons to work as men	-	-	18
Young persons to work at night	-	-	1
Saturday half holiday changed to Monday	-	-	1
Total			- 32

To electro-plate workers,—

To work in warehouses between 8 and 8	-	-	3
"          "          "          7 and 7	-	-	2
"          "          "          8 and 7	-	-	1
Variable holiday	-	-	1
Saturday half holiday changed to Monday	-	-	1
As lacquerers between 7 and 7	-	-	5
Total			- 13



## Metal tube manufacturers,—

Youths to work as men	-	-	-	-	-	13
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## Tobacco manufacturers,—

To work between 7 and 7	-	-	-	-	8
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„ „ 8 and 7	-	-	-	2
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Variable holidays	-	-	-	-	1
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Total	-	-	11
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## Miscellaneous trades,—

To work between 8 and 8	-	-	-	-	7
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„ „ 7 and 7	-	-	-	-	16
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„ „ 8 and 7	-	-	-	-	1
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Variable holidays	-	-	-	-	7
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Youths to work as men	-	-	-	-	7
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Young persons to work at night	-	-	-	-	2
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Total	-	-	40
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## Summary of the foregoing modifications:—

To work between 8 and 8	-	-	-	-	142
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„ „ 7 and 7	-	-	-	-	264
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Connected with dwelling houses 8 and 8	-	-	-	8
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„ „ „ 7 and 7	-	-	-	1
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Variable holidays	-	-	-	-	47
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Youths to work as men	-	-	-	-	41
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To employ boys at night	-	-	-	-	3
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To work between 8 and 7	-	-	-	-	4
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Connected with warehouses 7 and 7	-	-	-	-	1
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„ „ „ 8 and 8	-	-	-	-	3
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Lacquerers „ „ 7 and 7	-	-	-	-	5
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Holidays changed to some other day than Saturday	-	-	-	-	58
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Total	-	-	577
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Thus it appears that out of a total of 12,000 works, the number of notices issued by me under your authority amounted to 577, of which not less than 384 were for printers, and therefore exceptional, leaving only 193 for all other kinds of trades, proving almost to a demonstration that the Factory Act hours, *i.e.*, between 6 and 6, are most general, most convenient, and those which the working classes, as a rule, prefer. No doubt, on a careful consideration of the whole question of variable hours of work, there is to be

found a difference in the social aspects of different localities which affects it. On the one hand, for example, in the textile and fictile trades, working hours between 6 a.m. and 6 p.m. have been so long established that it would materially disturb existing arrangements between masters and men to attempt to alter them. And this habit of early rising and of early leaving off work extends by mere sympathy to the workers in the same district in most of the trades under the Factory Act Extension Act, 1867. On the other hand, in the hardware and other trades located in those parts of the country to which the Factory Acts are new, other and later hours are preferable at both the commencement and termination of the day's work. There are more married women to be found in the Factories than in those of the textile districts, and consequently more domestic duties to be cared for before they can leave home in the morning. Hence, between 7 in the morning and 6 o'clock in the evening in the summer months, and between 8 o'clock in the morning and 7 o'clock in the evening in the winter months, are the hours of employment preferred. Both the employers and employed in these latter districts have long accepted fewer hours of work per week as a day's work, and are content with it, both as to produce and wages. The difference extends even further than this. The manufacturers of the textile districts begin life with fortunes which those of the hardware districts are content to retire with. The same idea of "enough," therefore, seems to pervade both capital and labour.

Happily in either case the Factory Acts as they stand are sufficiently elastic, with a slight exception, to meet the desires of both districts. That exception lies in the third section of the Factory Act of 1850, which was provided for workers who always commenced early, and enacts, "that the meal hours shall be taken between half past 7 in the morning and 6 o'clock in the evening. This, in the summer months, prevents the breakfast from being taken before commencing work, which is what the workers would do to enable them to leave earlier in the evening without losing any part of their wages, if they could."

In the winter season the same objection applies to tea time, which is often the general and more attractive meal of the day.

For this exception there is, however, a remedy, in the 16th section of the modifications of the Factory Act Extension Act, 1867, in which, Sir, you are empowered to declare the meal hour clauses of the Factory Acts inapplicable to any trade; and if you were thus to declare it, in any case where



the dinner hour was between twelve and one at noon, no other alteration of the hours of work by law would be necessary, and the change would be more satisfactory. In those factories where 6 to 6 prevails the present meal times would remain probably unchanged, and still the workers would get 60 hours a week; whilst in those where 56, 7, or 8 hours have been the average week's work, the same hours would also be obtained as heretofore.

*Piece work and Day work.*

The Factory Act Extension Act, 1867, has more or less affected the labour of the people with respect to "piece" and "day work." In some branches of "piece work" the reduction of hours even from 8 AM. to 6 PM. appears neither to have diminished production nor reduced wages. Wage lists show that the same weekly sums have been received by the workers as formerly when the hours of work were between 8 AM. and 9 PM.; and as in such cases wages are dependent upon production so production cannot have diminished. The difference is to be attributed to the constant employment of every minute under the new régime. There is no dawdling on Monday, no time is wasted in needless conversation, nor in any other form of whiling it away. Every energy is exerted to effect the accustomed tale of produce. At the commencement of the week the amount of wages to be obtained on Saturday afternoon is already fixed, and there can be no voluntary relaxation till the required product is within the bounds of completion. To the employer, in the winter season, the deficiency in the cost of gas, and in the diminished absenteeism of the employés on short errands, alone are a saving, in itself compensatory for shorter hours.

Thus Mr. Sub-Inspector Buller writes of the glove trade in his district:—"The glovers at Yeovil seem to be most pleased with the Factories Act, so much so that almost every one now works under it, whether he employs 50 hands or not. They say it has done away with all that irregularity in the hours of works which formerly used to exist in the trade, and which was so very undesirable. As far as I can learn, it has made no difference in the amount of work turned out. The hands are mostly on piece work."

It is true that the wages in some kinds of piece work where machinery has already accomplished all that industry possibly could do by extra diligence are somewhat diminished by shorter hours; but it will only be temporary. The

difference in product will be remedied by an extension of the same kind of machinery, under the same taxes, rent, and repairs, and wages will rise as the demand for extra workers is supplied from the labour market.

The wages of workers by day suffer by reduced hours, but not very much. The effect of the Act upon day work is to diminish both production and wages. A worker earning 10s. a week, for example, at day work of 57 hours a week, or at the rate of about 2*d.* an hour, and is reduced to 9 hours a day, loses money; but the effect of this reduced production is to create a demand for the same kind of labour to make up the deficiency, and thus in a very short time wages rise to their former level. As the proportion of piece work to day work is estimated in such a place as Birmingham to be as 40 to 1, the temporary suffering occasioned by reduced hours cannot be very great, and must be quickly removed.

With respect to the working hours of 6 and 6 in some of the new fields of labour in which they have been introduced, the following letters, representing several that I have received since the 1st of October, shows that the hours of 6 and 6 are not so objectionable to all the workers as has been stated.

“15 Oct. 1869.

“We are sorry to inform you our workpeople are very dissatisfied they have to work till 7 p.m. They would much rather go through the winter months between 6 and 6, the same as in the summer. They say they have no time for anything, neither to go to school nor to attend to household duties, it is all work and bed. This is the first time we have gone between 7 and 7, and our people thought they would like it; but now there is quite a mutiny amongst them.”

### *Modifications.*

On the question of “modifications,” I am aware that by some persons I have been thought to have adhered too rigidly to the “hard and fast line” of the Factory Acts, viz., 6 and 6 for five days and 2 on Saturdays, notwithstanding the assurances of the employers of “the customs and exigencies” in their respective trades requiring them; and notwithstanding also, the complaints of workers at the hardship of their being compelled to a little earlier rising than usual, and especially of mothers, who have domestic work to preside over, at home, before leaving.

The returns I have shown you of the notices asked for and given, and which have never been refused, when they fell within the agreement of the Inspectors in May 1869, is I think an answer to these complaints of “great cry and



little wool," if I may so speak, without meaning anything in the slightest degree disrespectful to anybody ; a cry which has rendered the question of exigencies more difficult than it needs to have been. For workers have often prayed to be protected from the greed of employers, as well as employers of my refusals to extend the hours of labour ; and mothers, in seeking to place before me their home necessities, have not failed to point to some masters, as regardless of moral and social obligations, and of anything but the work to be done within a given time.

I can, however, conscientiously declare, that amidst this conflict of expressions, I have endeavoured to steer an even course. If I may have seemed to lean to the workers at all, rather than the employers, it has been because from long experience I know how much better able the latter are to protect themselves than the former ; how dangerous it is for workpeople to speak out what they think, and what moral courage it requires on their parts to tell the true story of an act of oppression, or a wrong committed upon their liberties. One sample out of many may be shown, dated Dec. 8, 1869, written by a female operative, (whose description I do not even develop, for this very reason,) to stop a petition by an employer, who did not hesitate to say that he was actuated in what he was about to ask by the special request of his workers generally.

"Sir, I have heard you are a friend of poor factory girls. I and many in this town wish from our hearts that you only knew the cruelty practised by Mr. —— at his factory where we work. No one who works for him can speak of him but with hatred and contempt and dread. He's so cruel, he's drove many a poor girl to do what once they'd rather die than do, and everybody leaves him as fast as they can get anything else. He's made us work up to now without a bit of heat. The cold has made many too ill to work ; and because some complained he's going to stop our Saturday half holiday, and make us work all through the summer till 7 o'clock at night. All the last week he's been trying to make us sign a petition to you, for we to work till 7 in summer, and say we want to be stopped our Saturday half holiday, and not one would sign it. But he says he'll make us, and if we don't I know he'll make us suffer for it. If, Sir, you get one signed, please know from this it was forced from us, and pray don't attend to it, but listen to the prayer of a poor girl who dares not sign her name."

It is not, therefore, always when the masters require relaxations of the law that they should be attended to without equal consideration for the workers ; and, as the latter dare

not always express a free opinion, it requires care to discern the truth between the two.

Then, again, it is advisable not to lengthen the working hours of married women. A very common reason for working between 8 and 8 is, that the workers, and particular the married women, live a long way from their work, and therefore cannot get to it so early in the morning as those that have no home duties. And there seems a good deal of reason in this argument. But, if we consider that they who come a long way to work in the morning have to go a long way to their homes at night when work is over, and after they are weary and jaded with the day's toil, we shall perhaps see the question of this relaxation in another light.

It is melancholy too, to think of the time that is wasted on the Monday in many of the districts. The fact of one class of workmen not getting to work till 6 o'clock p.m., because the furnaces are not ready, and therefore nearly all classes "may as well play" on Monday, *i.e.*, drink and be improvident, is far too characteristic. It is for such husbands that so many mothers have to supplement the week's wages by their own; that infants are put out to nurse, and often die from what is administered to them to keep them quiet, or become deformed by being left to the care of children of a few years' old, or, if they do not die, become the "gutter and arab children" now classified as such, and so extensively the pupils of criminality and vice. It is not only this; the drunkenness of the father is leading, there is reason to apprehend, to the same habit in the mother and sons. The race of factory workers is in danger of once more becoming stunted, and the morals of the people of degenerating still further.

This condition of the factory population has, in addition to my own observation, been brought under my notice by one of my certifying surgeons at Bolton-le-Moors, who is also a magistrate. Dr. Ferguson writes thus on this interesting topic:—

"Within my short experience, nine years in July next, I see a marked degeneration in the height and general development of children presented for examination, especially in those of 18 years and upwards, and have had to reject during the last two years more than two hundred, because those coming to pass had not more than the average strength and appearance of eleven years; and those coming to pass half-time had not more than the average strength and appearance of six years. I attribute this degeneration mainly to the intemperate and improvident habits which prevail extensively amongst the parents, inducing them to bring up their children on tea and bread and butter three times a day. Smoking amongst the boys is very common, and I think on the



increase. Boys of 15 and 16 years old come before me almost every week, not having more than the average height and development of thirteen years, their lips pale, and the muscles flabby. I fear drunkenness is on the increase among factory hands, especially amongst the women."

And thus seeing, as I have so long done, the Saint Mondayism of the men, and the danger of the example which it offers to the women and children, I shall, perhaps, be excused, if I confess to having essayed to check in some measure this great evil, by keeping, so far as was consistent with the real and not assumed exigencies of trade, the employment of women and young persons within Factory Act hours as it was intended they should be kept. I have been anxious that wives should be enabled, by leaving off work early, to render their homes more attractive, and so to draw their husbands away from the public house—to encourage their daughters to seek domestic acquirements, and their sons, (who are to be the bread-winners of the next generation) to attend night schools; that both their heads and their hearts may think and feel differently to those of their predecessors. No other force is equal to this natural attraction, when once it begins to manifest its power. We may judge by our own feelings how great its influence is, and thereby test its value on those of the working classes.

I admit it may be presumptuous in an Inspector of Factories to intrude social and moral obligations on the factory population, instead of limiting himself to his restrictive duties. But it is possible, and very often I have found it so, without departing from even strict duty, materially to help on works of social regeneration, and to stop the growth of weeds which were beginning to smother the young corn. Nobody has such useful opportunities as he has for this purpose, if his eyes are open. Nobody can exercise more influence for good, if that is the purpose of his heart; for unfortunately in associated labour, these great obligations have been too generally disregarded; and the children of the working classes have been necessarily brought into contract with immorality which middle class life would shudder to contemplate for its offspring.

And if I have to regret that "exigencies or customs of trade" have "won somewhat of a victory" over these efforts hitherto, I am, nevertheless, not discouraged; the purposes were right, and in the end will be accomplished.

*The Employment of Children under 12 years of age full time.*

The Dowlais Iron Company of Merthyr were reported to me as employing children under 13 years of

age in the night, and I therefore directed them to be prosecuted. They asked for time to obtain a legal opinion, which was in their favour; whereupon the prosecution proceeded, and the company was accordingly brought before the magistrates at Merthyr on the 27th of October last, and the case was adjourned for the judgment of Mr. Fowler, the stipendiary magistrate, which was as follows :

*The Prosecution under the Factory Acts at Dowlais.*

In this case the summons set forth that the Dowlais Iron Company have unlawfully employed one John Morris, a child under the age of 13 years, to wit, of 12 years, in the night. It is not contended that such boys may be permanently so employed. The only question is, whether they may lawfully work by night up to July 1870; in other words, the question to be decided is, whether boys under the age of 13, and over 12, may or may not be lawfully employed in iron works during the night. By a series of statutes, beginning with William IV. and ending with the 13th Victoria, the labour of persons under the age of eighteen has been prohibited in certain factories by night. The "Factory Acts Extension Act" (32 and 33 Vict. 103.) reaches the iron works for the first time. It contains, however, various temporary and permanent modifications of the regulations contained in preceding statutes. These modifications are evidently intended to ease the earlier provisions of those Acts, under the peculiar circumstances and requirements of the iron works. Two of these modifications are material to the present inquiry. The temporary modification No. 2. states that during the first 30 months next after the 1st of January 1868 children of not less than 12 years may be employed for the same time and subject to the same limitations for and subject to which young persons exceeding 13 years of age may be employed in pursuance of the Factory Acts. The permanent modification No. 17. states that in blast furnace factories it shall be lawful to employ male young persons during the night, subject to certain limitations. It follows from these two modifications, that if the Act which contains them is one of the "Factory Acts" boys between 12 and 13 may be temporarily employed in the night up to July 1870, just as young persons may be permanently so employed. The question therefore comes to this point, what is the meaning of the phrase "Factory Act," in modification No. 2? Does this expression include the statute which contains and enacts the above modifications, or is that statute excluded? To answer this question satisfactorily, it is not. The Factory Acts Extension Act, 1867, just referred to, occasionally refers to the "Factory Acts," and in section 4. actually defines the meaning of this phrase. It there enacts that a series of statutes enumerated in the section shall be the "Factory Acts." If the case stopped here, there would be no difficulty to contend with. That is, if the Factory Acts referred to in modification No. 2. mean the old Acts prior to 1867, and specified in the deposition,



then, beyond all doubt, no boy under 13 may now lawfully work by night in the ironworks. But, strange to say, it is enacted by section 6 of the same statute of 1867 that the Factory Acts Extension Act, (*i.e.* itself,) that that statute shall be *incorporated* with the Factory Acts previously defined, and, “subject to the modifications in the schedule annexed thereto, shall “from the 1st of January 1868 be in force in every factory which “is not excluded from the operation of that Act.” It is argued with much force that by virtue of this incorporation the new statute called the Factory Acts Extension Act, 1867,” is so amalgamated and united into one corpus or entire code that it becomes part and parcel of the old Factory Acts, and consequently that when it defined the Factory Acts it necessarily, by implication, included itself, because, by incorporation, it had become one of them. But I am unable to agree with this reasoning. I cannot say what practical effect (if any) the words of incorporation may have upon the Acts, though I see plainly that in some sense the whole series of the Acts designated in section 4 and the Extension Act may be regarded henceforth as one code, and might be printed together as one law. But still the definition of the Factory Acts will, in my opinion, remain valid and intact. After much consideration, I cannot see how I can decide that the words “Factory Acts” in modification No. 2. include the Act itself which contains the definition, unless I were to make the following addition to the definition, and read it thus:—“The Factory Acts in this Act shall “mean the series of statutes there enumerated; and, moreover, it “shall also include and mean this Factory Acts Extension Act, “with all the modifications contained in it.” But what authority do I possess to make such addition to the definition? It seems to me that to do so would be to make a piece of law, and not to interpret and administer a law. Mr. James would say,—“Your “authority comes from the words of incorporation, and the application of common sense to that language.” But I cannot adopt this view. I think that Parliament adopted this definition of the Factory Acts for facility of reference to the series of foregoing Acts on the same subject matter, and that it was not intended to comprise the Extension Act in the definition. In other words, I suppose that Parliament intended that the phrase “Factory Acts” should have henceforth a special technical meaning, and that time and trouble would be saved by referring to a certain number of Acts under that single denomination. The result of the foregoing consideration is that no boy under the age of 13 may now work in the ironworks by night. Another point occurred to me, which might have some weight in coming to a decision upon this matter. It may be said, though the point was not taken at the hearing, that this temporary modification would have no operation unless it legalized the night labour of the boys mentioned in it. If this were so it would strongly suggest the inference that the legislature intended it to have that effect. But an examination of the older Acts satisfies me that this modification has certain operations and effect without touching the question of night labour. Without it.

no child under 13 might have been employed for more than  $6\frac{1}{2}$  hours a day, or, under certain circumstances, for 7 hours. But young persons between 13 and 18 might be employed for a longer time than that in the day. This modification, therefore, seems to me to operate by advancing a boy between 12 and 13 to the privilege of working till July next as many hours of the day as a young person might work. In other words, it empowers employers in ironworks to avail themselves for a time of the labours of these young boys as if they were young persons between 13 and 18. After July 1870 they will fall back into the status of children, and be limited to the hours of labour by the permanent enactments of the Factory Code.

Upon the whole, I am satisfied that the modifications contained in the last Act do not sanction the employment of boys under 13 by night, and I now decide the case accordingly. But, as the question is brought forward rather to obtain an opinion on a doubtful point than to enforce penalties, I should not impose more than a nominal penalty, if the Act had not fixed a minimum penalty of 40s.

#### THE FACTORY ACT, 1867, AND THE WORKSHOPS ACT.

The following reports from my Sub-Inspectors will afford you the most perfect means of knowing what has been done in my division with respect to the enforcement of both Acts. The corollary to be drawn therefrom is, I think, that, generally, the Factory Act Extension Act has worked admirably, especially considering its modifications; and the Workshop Act not at all, comparatively. Not that there is not shown ample evidence of a desire for it, and attempts here and there to enforce it; but those have failed for want of executory power, as it has been long foreseen they must. As neither Act, however, will be in full operation till the 1st of July 1870, when children under 13 years of age will have to attend school, no just opinion can as yet be formed as to educational results. Judging by the past, I look for a large increase of scholars before the end of next year, and have not much fear of being disappointed. In fact, if the Workshops Act was assimilated to the Factory Act 1867, I do not believe the Legislature would be troubled with Factory Acts for years to come.

Seventy-nine permissive notices have been sent by me, with your sanction, to workshops, principally to work till 4 p.m. on Saturday, or to change the Saturday half-holiday to some other day of the week.

The only material point on which I differ with the reports of my Sub-Inspectors is, with reference to the certifying surgeons, of whose valuable services they have not yet had time to become aware, nor of the pains taken by Parliament in 1844 to adjust the relations between the certifying surgeons



and millowners to the satisfaction of both. A little longer experience will enable them to understand better that the law having fixed the hours of work, and recognized physical condition as necessary to employment, it is our bounden duty to enforce a compliance with both these requirements. And as every conceivable proposition of theirs on this topic was suggested by witnesses and inquired into by a committee of the House of Commons at that date, and as the written testimony of the Inspectors generally down to the present time has been to confirm the evidence upon which the committee acted, our business is rather to foster the protection afforded by the certifying surgeon to both workers and employers in a guaranteed state of health to begin with, than to curtail it.

With your sanction, the following sums have been given from my Factory Fine Fund to the undermentioned schools:—

	£
To St. Matthew's School, Birmingham	. 60
To St. Peter's School, Preston	- 40
To the Calder Vale School	- 10
	<hr/>
	110
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WORKSHOPS visited by Mr. BAKER or his SUB-INSPECTORS  
since the Date of last Report.

Bedfordshire.	Higgins and Son. Straw.
	Waterfield. Straw hats.
	Reid and Gilder. Straw hats.
	Walsh, W. Straw hats.
	Samuels, T. Straw hats.
	Crofts. Straw hats.
Berkshire.	Payne, B. Ecclesiastical chairs.
	Welman, Bros. Hardware.
	Jackson, S. A. Milliner.
	Read, T. Woodware.
Buckinghamshire.	Cadden, A. Chairs.
	Harding, W. Chairs.
	Kirby, J. Bricks and tiles.
	Stone, W. Chairs.
	Weller. Brewer.
	Jones, J. Chairs.
	Tilbury, J. Chairs.
	Sears, S. Bricks.
	Edwards and Co. Paper.
	Stevens, T. Blacksmith.
	Moses, B. Blacksmith.
	Dimmock, T. Blacksmith.

Cheshire.	Burnham, R. Bricks.
	Harland, Brown, and Co. Ships.
	Smith, J. Ships.
	Hobson, W. Boots.
Devonshire.	Heap, J. Boots.
	Davenport, W. Silk trimmings.
	Cridland and Son. Tanners.
	Torquay Brewery Co.
	Huxtable, W. Clay works.
	Chubb, W. Tailor.
	Spooner and Co. Drapers.
	Radford and Co. Drapers.
	Mathison, E. Smith.
	Bayley and Fox. Saw mill.
	Tucker and Co. Candles.
	Hancock, J. Clay works.
	Ware, J. Clay works.
	Sampson, J. Clay works.
	Gilley, E. and E. Milliners.
	Luscomb, Miss. Milliner.
	Edwards and Sons. Hatters.
	Knight. Aerated water.
Dorsetshire.	Thomas and Co. Candles.
	Holland, C. Saw mill.
	Balstone, W. Ropes.
	Cuckmay, Mrs. Clay works.
Gloucestershire.	Tonnadine, R. Clay works.
	Northover, Mrs. Clay works.
	Brimmell, J. & H. Rope.
	Pickard, E. W. Joinery.
	Belcher, G. and Co. Slate enamelling.
	Dowson and Co. Rag sorters.
	Williams, J. J. Silversmith.
	Baker, the Misses. Milliners.
	Sparks and Tait. Mercury.
	Ford, L. Slate and marble.
	Sessions, Jesse. Slate and marble.
	Gibson, T. Hats.
	Howes, Bros. Hats.
	Nicholls, B.B. Boots.
	Hipwood, G. Timber
	Davies, T. Timber.
Hampshire.	Hart, Mrs. Watch chains.
	Mill, J. Dyer.
	Lawrence, C. Rope and sails.
	Bartlett, J. Saw mills.



- Herefordshire. Stevens, J. T. Blacksmith.  
 Cox and Sons. Fusee chains.  
 Coomer, G. Boxes.  
 Clay, J. Brushes.  
 Herefordshire. David and Harris. Chemical works.  
 Stead, W. & A. Hosiers.  
 Hertfordshire. Simmonds, J. Braid Trimming.  
 Slade, C. & A. Straw hats.  
 Isle of Wight. Wheeler, T. Brickyard.  
 Young, G. Clay works.  
 Redfern. Milliner.  
 Goodyear. Milliner.  
 Harris. Milliner.  
 Lancashire. Ranson, T. Milliner.  
 Woodnorth, W. Blinds.  
 Hunkisson, P. Fustian.  
 Taylor, M. Fustian.  
 Hudson, Bros. Gas fittings.  
 Shaw, J. Fustian.  
 Sutherland and Co. Dress making  
 Henderson and Co. Dress making.  
 Walley, Mrs. Milliner.  
 Stokes, Mrs. Milliner.  
 Motion, Mrs. Milliners.  
 Lamb and Freer. Milliners.  
 Peake, W. H. Hurdles.  
 Parkinson, T. Cabinets.  
 Burns, Jno. Paper Rulers.  
 Yates, J. Fustian.  
 Hodgkinson, Jas. Fustian.  
 Owen, P. Fustian.  
 Shaw, P. Fustian.  
 Hesford, J. Fustian.  
 Files, A. Fustian.  
 Taylor, J. Fustian.  
 Taylor, S. Fustian.  
 Foster, Sarah. Fustian.  
 Leicestershire. Hant and Co. Boots and shoes.  
 Scarborough, J. Rags.  
 Symington, R.W. Stays.  
 Hardwicke. Hosiers.  
 Squire, W. Boots and shoes.  
 Collins, W. Boots and shoes.  
 Stephenson, W. Boots and shoes.  
 Spencer and Son. Boots and shoes.  
 Nicholls and Co. Leather curriers.

	Thorpes, T. Hosier.
	Billson and Son. Ropes.
	Lence, H. Boots.
	Ward, J. Clothier.
	Holland, J. Bobbins.
	Clarke, W. Boxes.
	Wakerley, J. Bricks.
	Fetch, W. Bricks.
	Miles, Jno. Bricks.
	Ashby, H. Boots.
	Thornton, J. Boots and shoes.
	Holyoake and Beasley. Hosiers.
Monmouthshire.	Chivers, C. Chemical works.
Northamptonshire.	Jones, Messrs. Boots and shoes.
	Williams and Co. Curriers.
	Cove, Jno. Boots, &c.
	Smith and Dawson. Boots, &c.
	Bunting, J. Boots, &c.
	Newton, G. Boots, &c.
	Knox. Milliner.
	Henson. Boots.
	Law. Milliner.
	Phipps. Milliner.
	Smith, Bros. Upholsterers.
	Vernon and Sons. Milliners.
	Rudge, Mrs. Milliner.
	Buckfield, Miss. Milliner.
	Haynes. Boots, &c.
	Edwards. Boots, &c.
	Mineards, Mrs. Boots, &c.
	Shaw, Mrs. Boots, &c.
	Woodin, H. Boots, &c.
	Newton, C. F. Currier.
	Brainsby, T. Carriages.
Oxfordshire.	Thompson, J. Bricks.
	Cornwall, J. Bricks.
	Pritchett, Bros. Gloves.
	Dupeey, Madlle. Milliner.
	Beaumont, Mrs. Milliner.
	Oliver. Milliner.
	Elliston and Carell. Milliners.
	Gilmorn and Bird. Milliner.
Shropshire.	Lacey, T. Bricks and tiles.
	Jones, and Co. Bricks and tiles.
	Barton, E. Bricks and tiles.
	Doughty, Jno. Bricks and tiles.





Holtham.	Milliner.
Wood.	"
Hall.	"
Thurman.	"
Gillbert.	"
Standley.	"
Burton.	"
Elwell.	"
Burroughes.	"
Butterworth.	"
Taylor.	"
Keitenberg.	"
Winton.	"
Biddle.	"
Kelland.	"
Hare.	"
Burrow.	"
Smith.	Not stated.
Taylor.	"
Dale.	"
Rose.	"
Pratt.	"
Jenkins.	"
Rose.	"
Vincent.	"
Lewis.	"
Wilson.	"
Dowler.	"
Day.	"
Bradley.	"
Dudley.	"
Gray.	"
Truman.	"
Mark.	"
Elythe.	"
Hansom.	"
Smith.	"
Hughes.	Milliner.
Podmore.	"
Bewster.	"
Ife.	"
Somerville and Co.	Pen holders.
Seely.	Milliner.
Small.	"
Norton.	"
Bennett.	"



Warwickshire.  
Birmingham, South.

Goulding.      Milliner.  
Wood.                    "  
Addie.                    "  
Wright              and  
    Embleton.            "  
Archers.                "  
Barron.                 "  
Hemming.              "  
Hands.                  "  
Jackson and Turban.    Wood turners.  
Vernon, T.    Ivory Buttons.  
Pearce, G.    Cut nail.  
Bullerant, Bros.    Steel toys.  
Twigg, W.    Pearl buttons.  
Wilson.    Pearl buttons.  
Smith, W.    Pearl buttons.  
Bentley, H.    Pearl buttons.  
Woodward, W.    Metal buttons.  
Smith, S.    Tobacconist goods.  
Jerome, T.    Metal buttons.  
Taylor, J.    Metal buttons.  
Piggot and Sons.    Metal buttons.  
Armfield, E.    Metal buttons.  
Jenkins, H.    Metal buttons.  
Coney and Co.    Steel toys.  
Haynes.    Metal buttons.  
Bulfit and Sons.    Metal buttons.  
Podmore and Sons.    Ivory toys.  
Merril, T.    Files.  
Harris, W.    Trunk clips and hinges.  
Hookham.    Tin plate worker.  
Baker, J.    Silversmith.  
Smith.    Milliner.  
Esthop.    Bone buttons.  
Hopkins, J.    Harness furniture.  
Luckman.    Polishing.  
Cooper, D.    Pearl buttons.  
Austin and Co.    Tin box.  
Buckler.    Bricks.  
Harrison.    Bricks.  
Howe, Mrs.    Milliner.  
Lines, Mrs.    Milliner.  
Calvert,    Williams,    and    Cooper.  
    Milliner.  
Stephenson.    Widows' caps.  
Sherard and Hodson.    Mantles.

Morris. Perambulators.  
Gell, Mrs. Milliner.  
Cooksey. Coffin Furniture.  
Edwards, S. Pearl grinder.  
Homes and Burley. Lamp.  
Hodges, R., Jun. Founder.  
Chell, J. Stamper.  
Ryland. Brass founder.  
Langebeare & Co. Brass Founders.  
Hall. Brass founder.  
Price, W. Brass founder.  
Bishop, B. Brass founder.  
Payton, P. Bricks.  
Whitfield and Co. Galvanizing.  
Woodcock, Emma. Dress maker.  
Burton, Anne. Dressmaker.  
Keating, Eliz. Dressmaker.  
Dallon, Anne. Dressmaker.  
Stevens. Cotton bonnet.  
Smith, M. and J. Stays.  
Hyam and Co. Tailor.  
Turner, Sons, and Nephew. Dress  
making.  
North. Stays.  
Stephenson. Cap.  
Owen. Stays.  
Schofield and Jordan. Cap.  
Birbeck, Miss. Milliner.  
Whatmore, E. and H. Under clothing.  
Mole, F. Mantle.  
King, Annie. Bonnets.  
Williams and Farr. Mantle.  
Fordred. Milliner.  
Kentish. Milliner.  
Calvert, Williams, and Co. Milliner.  
Keel. Hatter.  
Messent, F. Tailor.  
Gibbs, G. Stays.  
Kennings, L. Stays.  
Ryley, F. B. Children's clothing.  
Dadley, W. F. Dressmaking.  
Reeves, W. Milliner.  
Roph, Sarah. Milliner.  
Smith. Milliner.  
Barnett, Harriet. Milliner.  
Jones and Willis. Ecclesiastical fur-  
niture.



Berkeley, Jane. Milliner.  
Holmes, Miss. Milliner.  
Pulsford. Milliner.  
Hunt, W. Mourning.  
Nelson, C. Lime and cement.  
Griffin, W. (exors. of). Lime and  
cement.  
Coventry Gas Co. Gas.  
Mulloney, S. W. Coach lace.  
Burman, G. Bricks and tiles.  
Ashwin and Co. Bricks and tiles.  
Salmons. Coaches and carts.  
Horsfall. Stationers and box makers.  
Bushill, T. Stationers and box makers.  
Goater, A. Stationers and box makers.  
Hales, Mrs. Milliner.  
Bushill, E. & T. Milliner.  
Plummer, Mrs. Milliner.  
Merriden, Mrs. Milliner.  
Hollis, Miss. Dress maker.  
Walker, Mrs. Dress maker.  
Ward, Mrs. Dress maker.  
Burbery, Mrs. Dress maker.  
Fletcher, D. B. Bricks.  
Marston, Mrs. Milliner.  
Wright, S. Milliner.  
Carter. Milliner.  
Wright, H., Mrs. Milliner.  
Higgins and Golding. Mantles.  
Barnoux, Mrs. Milliner.  
Parkes, Mrs. Milliner.  
Jephcott, Miss. Milliner.  
Averill, T. Ropes.  
Raybould, J. Milliner.  
Boukett, Mrs. T. Milliner.  
Oughton, Mrs. H. Milliner.  
Harrison, Jas. Needles.  
Walker and Co. Needles.  
George, S. Needle stamping.  
Field, F. Needle stamping.  
Waring, R. Needle stamping.  
Creet, Mrs. Milliner.  
Sweeting. Milliner.  
Hewitt. Bricks.  
Hughes. Bricks.  
Wilkinson and Harris. Looms.  
Dowdeswell, C. Needle stamping.

Wiltshire.  
Worcester.

Haywood, W. Needle stamping.  
Skinner, T. Needle stamping.  
Anker, C. Needle stamping.  
Harris, T. Bacon.  
Giles and Son. Tiles.  
Webb and Co. Manure.  
Moreton Linen "Factory." Linen.  
Shrimpton, Z. Needles.  
Cox and Painter. Haberdashers.  
Harvey and Co. Rugs.  
Thomason, T. Tin and japan work.  
Williamson, W. B. Tin and japan work.  
Wall, J. Shoes.  
Woodward, T. Hosier.  
Scott and Oram. Drapers, &c.  
Turley and Co. Drapers, &c.  
Wintle, J. Bricks and drain pipes.  
Bird, G. N. Bricks and drain pipes.  
Pitt, T. Bricks and drain pipes.

*Wales.*

Glamorganshire.

Allen and Co. Fire bricks.  
Cory, Yeo, and Co. Fuel.  
Crown Patent fuel works. Fuel.

*Ireland.*

Antrim.

Harrison, T. Boots and shoes.  
Macaulay, R., and Sons. Corn grinding.  
Steen, Birch, and Co. Fancy boxes.  
Alderdice, H. Sewing.  
Gilliland, H. Sewed muslin.  
Roden, J. Drying waste for paper making.

Cork.

McVeigh, W. Feather cleaning.  
Magee, J. Lithography.  
Brenan, Miss. Milliner.  
Carmichael and Co. Silk mercers.  
Cade, F. Mineral waters.  
Deaves, Bros. Saw mill.  
Fisher and McDonagh. Paper bags.  
Cork and Macroom Railway Co. Repairs.  
Cremen, C. Flour.



Down.	Jamison, Jno. Sewed muslin. Rogers, J. Grease works.
Dublin.	Pulman, T. and Co. Sewed muslin. Doyle and Sons. Mill board. Cantrell and Cockrane. Mineral waters.
Kerry.	Burke, Mrs. Milliner. Star, Mrs. Milliner. Butler, M. Brewer. Donovan, J., and Sons. Saw and flour mill.
Tyrone.	Brown, J. Soap and candles. Weir, J. Milliner.

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The following gentlemen have been appointed certifying surgeons since the 30th April, 1869 :—

- J. H. Torrance, Esq.—May 14, 1869.—Wolston, Warwickshire.  
T. F. P'Anson, Esq.—May 25, 1869.—Whitehaven, Cumberland.  
G. Bernard, Esq.—June 10, 1869.—Hemel Hempstead, Herts.  
C. F. Hodson, Esq.—June 10, 1869.—Bishops Stortford, Herts.  
J. G. Barford, Esq.—June 10, 1869.—Wokingham, Berks.  
O. Foster, Esq.—June 10, 1869.—Hitchin, Herts.  
J. B. Maurice, Esq.—June 14, 1869.—Marlboro', Wilts.  
T. Walker, Esq.—June 16, 1869.—Peterboro', Northamptonshire.  
J. D. Williams, Esq.—June 16, 1869.—Bala, North Wales.  
G. Pizey, Esq.—June 17, 1869.—Clevedon, Somerset.  
H. Bennett, Esq.—June 21st, 1869.—Builth, Brecon.  
J. Wood, Esq.—June 26, 1869.—Liphook, Hants.  
P. Moffatt, Esq.—July 26, 1869.—Dalston, Cumberland.  
J. Cartwright, Esq.—July 26, 1869.—Calne, Wilts.  
W. M. Holmes, Esq.—July 26, 1869.—Ivybridge, Devon.  
I. T. Gwynn, Esq.—July 29, 1869.—Whitchurch, Salop.  
W. H. Lawlor, Esq.—Aug. 10, 1869.—Tralee, Kerry, Ireland.  
R. Harrison, Esq.—Aug. 10, 1869.—Ambleside, Westmoreland.  
F. W. Coates, Esq.—Aug. 12, 1869.—Malvern, Worcester-shire.  
J. Audland, Esq.—Aug. 12, 1869.—Tintern Abbey, Monmouthshire.  
D. Beaton, Esq.—Aug. 28, 1869.—Ryde, Isle of of Wight.  
J. Flynn, Esq.—Sept. 10, 1869.—Dungarven, Waterford.  
J. Ellis, Esq.—Sept. 11, 1869.—Sillott, Cumberland.

- J. Fraser, Esq.—Sept. 14, 1869.—Wolverhampton, Staffordshire.
- R. H. Crean, Esq.—Sept. 23, 1869.—Wexford, Ireland.
- T. Q. Couch, Esq.—Sept. 23, 1869.—Bodmin, Cornwall.
- T. Handford, Esq.—Sept. 23, 1869.—Atherstone, Warwickshire.
- O. Williams, Esq.—Sept. 25, 1869.—Holyhead, Anglesey.
- G. M. Davidge, Esq.—Sept. 30, 1869.—Newtownbarry, Wexford.
- W. F. Lovell, Esq.—Oct. 15, 1869.—Crompton Martin, near Bristol.
- T. Kitchener, Esq.—Oct. 15, 1869.—Chippenham, Wilts.
- R. W. Stewart, Esq.—Nov. 13, 1869.—Glasslough, county Monaghan.
- W. H. Cocker, Esq.—Nov. 16, 1869.—Blackpool, Lancashire.
- J. J. Littlewood, Esq.—Nov. 16, 1869.—Wooburn, Buckinghamshire.
- J. S. Webb, Esq.—Nov. 19, 1869.—Beaminster, Dorset.
- S. E. Walker, Esq.—Nov. 19, 1869.—Birmingham.
- B. S. Robins, Esq.—Nov. 19, 1869.—Birmingham.
- R. Smythe, Esq.—Nov. 19, 1869.—Abergavenny, Monmouthshire.
- W. O'Keefe, Esq.—Nov. 20, 1869.—Mallow, Cork.
- J. Hanifin, Esq.—Nov. 20, 1869.—Milltown, Kerry.
- R. W. Stewart, Esq.—Nov. 20, 1869.—Emyvale, county Monaghan.
- G. B. Hanbury, Esq.—Nov. 20, 1869.—Hereford, Herefordshire.
- L. Redwood, Esq.—Nov. 20, 1869.—Rhymney Iron Works, Monmouthshire.

I have, &c.,  
ROBERT BAKER.

The Right Honourable  
Her Majesty's Secretary of State  
for the Home Department.

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## APPENDIX No. 1.

REPORTS of the SUB-INSPECTORS of FACTORIES on the operation of the FACTORY ACT EXTENSION ACT, 1867, and the WORKSHOPS ACT.

SUBDIVISION of S. S. KENT, Esq., NORTH WALES.

DEAR SIR,

Llangollen, Dec. 6th, 1869.

IN reply to yours, requesting to be informed of the names and addresses of Inspectors appointed under the Workshop Act, I cannot learn that any one has been appointed in this district. The universal reply has been, Who will pay us for the trouble in carrying out the Act? or, We would not take proceedings against a neighbour. The Act will consequently continue a dead letter until duly authorized Inspectors are appointed by the Government. The Factory Act Extension Act has been on the whole well received. On the first introduction of the Act many employers of young persons threatened to discharge all hands under 16 years of age, but on finding the Act did not curtail the hours of labour as they thought it would have done, they continue to employ young persons as before.

The only parties who have resisted the provisions of the Act are the proprietors of the slate quarries and the mineral mines. The question of the slate quarries coming under the provisions of the Act was tried at the Petty Sessions at Carnarvon, before a large bench of magistrates, the quarry employing more than 50 persons, and adapting the rough blocks of slate into form for sale. The case was dismissed, the bench declaring a quarry was not a Factory, contrary to Section 3, and Designation 7, of the Factory Act Extension Act. This decision of the Caernarvon Bench has been since confirmed in the Court of Queen's Bench.

The lead and copper mines employ a considerable number of women and young persons, mostly females, on the surface or floors of the mines, in picking, washing, &c. &c., of the rough ore, preparing and adapting it for sale to the smelting works. I found no opposition to the introduction of the provisions of the Act until I visited a lead mine in the neighbourhood of Wrexham, but quite to the contrary. At this mine the manager strongly objected to the introduction of the provisions of the Act, and took counsel's opinion thereon. This opinion is as follows :—

Opinion.—We are of opinion that the operations of crushing, washing, and dressing the ore of lead mines for sale are not within the provisions of the Factory Act. The words in paragraph 7 of Sec. 3 of 30 & 31 Vict. 1837. The making any article or part of an article in or incidental to the altering, repairing, or ornamenting, finishing, or otherwise adapting for sale any article, appears to us not to comprehend the process of preparing raw material for smelting.

(Signed) GEORGE MELLISH,  
Crompton Hatton.

This being in unison with the decision of the Queen's Bench, it will be requisite to make an amended Act, more clearly defining

what constitutes a factory. I think the 7th definition requires alteration as to the number of hands constituting a factory. If the number of 50 were reduced to 10 or 12 it would bring many works under the provisions of the Factory Act Extension Act now under the Workshop Act, and which require supervision, but which are not visited from the want of duly appointed Inspectors. I believe the alteration of the number 50 to a less number will give much satisfaction to the majority of employers.

Robert Baker, Esq.  
&c.      &c.

I am, &c.,  
S. S. KENT.

SUBDIVISION of THOMAS STEEN, Esq., Cheshire.

DEAR SIR,

Stockport, October 1869.

IN pursuance of the directions contained in your letter of the 7th May 1869, to look up all the local authorities in my district, urge them to carry out the Workshop Act, and report the result, I have now to state for your information that I have put myself in communication with the principal local authorities in my division, and beg to add the result of my several interviews and correspondence with them.

In my district generally, the Act has only been very partially attended to. In several cases where it has been taken up it has been where it is not much required. Where it is more needed, I have found as a rule the greater disinclination to have anything to do with it. This is notably the case in Stockport, Macclesfield, Birkenhead, Nantwich, Sandbach, and Runcorn, where as yet nothing has been done. It is in operation in Chester, Denton, Haughton, Tranmere, Wallasey, Seacombe, New Brighton, and Lymm.

The following is a more detailed statement of the fact of each case.

*Chester City.*

There are many workshops here, and the Act has been put in force. By direction of the town council, the Superintendent of Police has been attending to its provisions, and an abstract of the Act has been prepared and distributed among the workshops of the city.

*Macclesfield.*

The Workshop Act is here much required. The town clerk stated that he would wait the action of the corporation, and although attention has been several times called to the matter, I am not aware that any steps have yet been taken with regard to it.

*Congleton.*

The Act is not much required here. The mayor stated that "the Act will be taken up, but there are only a few, and those "unimportant, workshops in Congleton which are not already "under inspection through the Factory Act. He hoped to bring



“ the subject before the next quarterly meeting of the council,  
“ which will be held in November.”

*Stockport.*

There is a large number of workshops in Stockport, and the need of the Act is great. Attention has been several times called to the desirability of some action being taken in this matter. But the question has been postponed, and there does not appear any probability of the town council doing anything. The town clerk writes that “ the mayor is not aware that he has anything “ to do in his official capacity in enforcing the Act beyond “ adjudicating on such cases as may come before him as a magistrate.”

*Birkenhead.*

The Workshop Act is required to a considerable extent. Attention has been called to it. The town clerk promised to give careful consideration to the matter, and report to the council. So far as I am aware no steps have yet been taken to carry out the Act.

*Nantwich.*

The Workshop Act is required here among the smaller boot manufacturers, which is the staple trade of Nantwich. The clerk to the local board writes, “ Nothing whatever has been done. “ The board does not think it necessary.”

*Sandbach.*

The Workshop Act is required here among the smaller boot manufacturers, which is an important trade of Sandbach. The clerk to the local board writes “ that the board has not taken “ any steps under the Workshop Regulation Act.”

*Hyde.*

There are numerous workshops in Hyde. The local board has appointed Mr. James Little, the deputy chief constable, to superintend the carrying out of the provisions of the Act, and has issued and circulated abstracts of the Act to the parties interested.

*Northwich.*

The Northwich local board has a very small jurisdiction, and there will be little there requiring attention under the Workshop Act. Nevertheless the clerk of the local board writes that “ where necessary the provisions of the Act shall be enforced, and “ the surveyor of the board has been instructed accordingly.”

*Runcorn.*

Necessity for the Workshop Act exists here. The town clerk writes, “ The commissioners do not at present propose to take any “ steps to enforce the provisions of the Act.”

*Altringham.*

The clerk to the local board writes that "the provisions of the Workshop Act were ordered to be adopted and enforced. This is being done under the supervision of the Inspector of Nuisances, but as no manufacture of any kind is carried on here, his duties will be almost nil."

*Chorley and Alderley.*

The clerk to local board writes, "I am not aware we have any occasion for the Workshop Act in Chorley." I believe this to be almost so.

*Denton and Haughton.*

The Workshop Act is required here in the hat trade, which is the staple of the district. The local authorities of the two townships have united to work the Workshop Act, and have issued abstracts of the Act to all the workshops. They have taken some steps for the appointment of an inspector, but so far as I am aware an inspector has not yet been appointed.

*Tranmere.*

Workshop Act is not much required here. Nevertheless, the town clerk writes, "The Tranmere local board have resolved that their Assistant Surveyor and Inspector of Nuisances shall watch the operations carried on at the shops and places within the Act, and report every breach of its provisions."

*Lymm.*

Workshop Act is required here for the regulation of the domestic fustian cutters. Town clerk writes, "The board has appointed Mr. Henry Dutton, serjeant of police, to the office of inspector under the Act. He has from time to time visited the different places in the district, and has taken steps to enforce the provisions of the Act."

Several prosecutions have been sustained before the magistrates for offences under this Act.

*Bollington.*

There is no necessity for the Workshop Act here, and nothing has been done.

*Bowdon.*

There is little necessity for the Workshop Act here. The clerk writes, "The board do not feel that the district for which they act presents a field for the operation of the Act, as it is mainly occupied by private residences."

*Buglawton.*

Act not much required here, and nothing has been done.



*Oxton.*

Act not required here, and nothing has been done.

*Sale.*

"The town clerk writes, "The board is of opinion that the mischief intended to be remedied is not at present likely to arise in the Sale district, and it is therefore unnecessary to take any active measures in reference thereto."

*Wallassey, Seacombe, and New Brighton.*

In this joint district the Act is required to some extent. The clerk to local board writes "that the Superintendent of Police has been appointed to carry out the provisions of the Act, and to lay such complaints as may be necessary."

*Knutsford.*

No necessity for Workshop Act.

*Prestbury.*

No necessity for Workshop Act.

*Marston, Leftwich, Witton, Castle Northwich, Anderton,  
Wimington, Over, and Wharton.*

The Act is required in these several townships, all in the salt works district in Cheshire, for the regulation of the smaller works not under the Factory Act. The attention of the several authorities, principally the overseers of the poor, has been called to the Act only recently, on the 23rd August, and I have not heard that any steps have since been taken in the matter.

THOMAS STEEN,  
20th Oct. 1869.

Robert Baker, Esq.,  
&c. &c.

SUBDIVISION of Mr. BULLER. Part of Devon, Somerset, and  
Cornwall.

Frome, Somerset,  
27th Nov. 1869.

MY DEAR SIR,

THE Factory Act Extension Act seems on the whole to be well obeyed in my district. Of course there are certain minor irregularities, such as omissions to enter a name in the register, or to get a certificate within the proper period, &c., the impression in some quarters being that the responsibility lies on the surgeon to call and give the certificate within the proper time, or that the getting a certificate a week or two sooner or later is a matter of little importance. On the whole, however, the Act seems to be well obeyed, as far as I can see, especially as regards the essential point, viz., the observance of the proper limit of the hours of work. And I have been much struck with the great readiness that has been shown to observe the law, even where it is un-

palatable personally, which is an Englishman's peculiar characteristic. Often I have had the remark addressed to me: "This or that requirement will cause me a good deal of inconvenience. Still it is the law, so I suppose I must conform to it."

I will now give you some of the details of the trades affected by the Factory Act Extension Act; and first as regards

### *Printers and Bookbinders.*

These people work generally from 8 to 7, or in some cases from 8½ to 8, and 2 on Saturdays. To a large extent they have been applying for the requisite 7 to 7 or 8 to 8 notices; but there is an anomaly in reference to these notices, which I think I ought to mention. Where the 7 to 7 notice has been issued by the Home Secretary, further permission can also be granted to work on Saturday up to 3; or where the 8 to 8 notice has been issued by the Home Secretary, further permission can be granted to work on Saturday up to 4; but this is not the case with those notices which are issued by the Inspector of Factories, the Act limiting the Saturday extension to those cases where the notices have been issued by the Home Secretary only. Moreover, the 7 to 7 notices can only be issued by the Inspector of Factories during the winter months, and as to the 8 to 8 notices he cannot issue them at all. I should have thought he might have been empowered to grant the 7 to 7 notices either summer or winter; to grant 8 to 8 notices, like the Home Secretary; to grant notices to work up to 3 or 4 o'clock on Saturdays, in the same way that the Home Secretary can do; and to supply them to the Sub-inspectors to issue in the same way as the ordinary 7 to 7 notices.

As regards surgical certificates, which in the large majority of cases are required within seven days, one printer complains to me that the seven days' limit is too short; that it is impossible within that time to decide whether a boy is fitted for his business or not, and that a longer time ought to be allowed before going to the expense of a certificate for a boy, whom, after all, he may have to discharge as incompetent.

As regards errand boys, employed occasionally in printing offices, it seems to me very doubtful whether there is any legal necessity for them to be certified at all; for, under the 3 & 4 Wm. 4, c. 103, § 14, certificates are not necessary for young persons where their hours of work "in any factory" do not exceed nine a day. The "factory" in this case would of course be the printing office, and the hours of work of these boys in the printing office are not 9 a day, or anything like it, though doubtless they are more as far as general employment is concerned. If it is thought desirable that these boys should be certified, I would suggest whether the 3 & 4 Wm. 4, c. 103, § 14, should not be repealed.

As regards printers who publish newspapers, they would, as I said on a former occasion, gladly have the privilege of working on publishing night (say one night in the week) partially into the night, without the stringent provisions which apply to working through the whole of the night. At present they can only work



boys (under 16) in the night at all provided they give them a holiday on the preceding as well as the succeeding day. The day succeeding the publishing night they can manage well enough to give as a holiday, but not the day preceding, which is the busiest day of all the week. What they would like is the privilege of working boys one night in the week partially into the night, say 10 or 11 o'clock, without the stringent provisions which were intended to apply to working during the whole night. Messrs. Butler and Tanner, the very large printers and binders here, in speaking to me about this point, said, "We should be quite content if the same privilege were accorded to us in printing as is already accorded to us in bookbinding, viz., the power of working young persons and women occasionally 14 hours a day. At present we are obliged to keep a larger reserve force in our printing business than we should otherwise do to meet any sudden demands." Indeed it is this liability to sudden and unforeseen demands that constitutes the printer's great difficulty in complying with the provisions of the Act. A man rushes in, and says, "I must have these bills printed by to-morrow, or they will be of no use at all." Of course, under those circumstances, it is a great temptation to a printer to keep his boys over time. Still, from all the inquiries I am constantly making, the regular hours of work seem generally to be well observed. Within the last year I have only had one complaint. That was anonymous, and related to working at Launceston after two o'clock on Saturdays. I went there, and warned the printer in question, and found on my visiting him on the following Saturday that he had profited by my warning, and had dismissed his boys at two.

I still think that it is a great pity that small provincial printers and bookbinders should be put under us. The trouble they cause us is infinite, and so is the expense; and the work is petty, inquisitorial, and useless. I am sure under this Act an Englishman's house can no longer be said to be his castle, at least if he is a printer; for literally his private dwelling house is now required to be inspected by us. In one case, at Taunton, the printing office is a small room inside the dining-room. I have to go through the dining-room to get to it, and that is the only access to it. In many cases I am taken through the kitchens, &c., upstairs, to one or two of the bedrooms which have been converted into printing offices. Is it right that we should be put to such work as this? If printing offices must be inspected at all, why should they not be put under the Workshop Act; and those only where they employ steam or water power kept under us?

#### *As regards Paper Mills,*

There does not (as far as I can learn) seem to be any inconvenience experienced in carrying out the Act, except as regards Saturdays. Formerly, boys used, on one Saturday, to work about 15 or 16 hours, and altogether about 63 hours for that week; on the next Saturday they would not work at all, and only about 56 hours for that week. In both respects the employment in the former

case is illegal, the Act prohibiting the employment of male young persons more than 14 hours at a stretch, or more than 60 hours per week. In some paper mills they have met this by getting in a separate set of boys at 6 p.m. on Saturdays, and working them up to 10 or 11 that night ; but the boys themselves greatly prefer the old system, which gave them one Saturday entirely free.

As to the Saturday half-holiday in paper mills, there is one anomaly which I think I ought to mention, which is this, women and female young persons whose hours of work have not exceeded eight in any day in any week are excepted from the 2 o'clock limit on Saturdays. But in this exception no mention is made of male young persons, so that, although girls whose hours of work have not exceeded eight may work as usual on Saturdays, boys similarly circumstanced cannot do so. At a paper mill not far from Bath there is, together with some women and girls, a boy employed. His hours of work a day do not exceed eight, no more do those of the women and girls, but he is required to leave work on Saturday at two, while the women and girls work on as usual.

Doubtless he would be excepted from the 2 o'clock limit on Saturdays if he were employed on day and night turns, but that is not the question.

*As regards Foundries, &c.,*

There seems to be scarcely any inconvenience experienced, the hours of work in all large foundries and engineering establishments having, for some time past, been those allowed by the Factory Act ; but that exception which provides that "any place " in which the process of casting any metal is carried on by not " more than five persons, and as subsidiary to the repair or completion of some other work, shall not by reason only of such " casting be deemed a factory," seems to me to produce a good deal of uncertainty. There are numbers of little plumbers' shops whose main business is to cast iron slabs for grates, or bits of pumps, or to do little odds and ends of casting for their customers, and in that capacity they would, I presume, come under the exception ; but still, in addition to this business, they cast, perhaps, a few taps, or ball cocks, or gas joints, &c. I cannot say that these are subsidiary to the repair or completion of some other work, and, if not, the shops would be deemed "factories" within the Factory Act, Extension Act, but I cannot think that such little trumpery places were ever intended to be included in it, and perhaps these articles, and other similar ones, might be included in the exception, so as to take these places out of the Act.

*As regards the 50 Hands' Clause,*

There is a good deal of uncertainty about it, not only as regards the difficulty of finding out, in the first instance, what places employ 50 hands, but in the difficulty of discovering subsequent fluctuations in the numbers. It is true that in strict point of law persons beginning to employ 50 hands or upwards would, on beginning to occupy a "factory," be required, I suppose, to give



the Inspector of Factories notice of such occupation, but nobody seems to be aware of this, and practically it is never acted on.

*In the matter of Holidays*

There is one point which I think deserves mention, which is this ; the Home Secretary can grant permission for holidays to be given to different sets of hands on different days, and not at the same time ; but a proviso is almost always added by him to this permission, to the effect that a register shall be kept of the dates of the holidays, and of the names of the women, young persons, &c., who have had the holidays. This proviso appears to me to be entirely nugatory. In a factory where 200 or 300 hands are employed, who could tell whether all the hands are entered in this register, or whether 10 or 20, more or less, are entered or not ? Certainly, in the West of England, there is not much fear of the hands not getting their proper quantum of holidays ; the fear is much more the other way, at least, in the present state of trade ; viz., of their getting, compulsorily, too many holidays.

*As an Education Measure*

This Act seems to me to have altogether failed. No one will have anything to do with half-timers who can possibly avoid it. All, or almost all, have got rid at once of their half-time hands ; and indeed that provision as to employing, temporarily, children of 11 and 12 as full timers, *i.e.*, as if they were already over 13, has been a most merciful one, for it has saved from prompt dismissal numbers of children under 13 who were in employment at the time of the passing of the Act. Even as it is, some people have overlooked those temporary provisions, and have discharged their children under 13.

*As to the Workshop Act,*

I sent, as you know, some months ago, to the local authorities in my district, an abstract of the Workshop Act, and also a circular from you, urging them to put it in force. It has been taken up at Frome, Weston-super-Mare, Chard, Shepton Mallet, Bath, Barnstable, Torrington, and Penzance ; but it seems, even in these places, as far as I can make out, to be taken up in rather a half-hearted way. The members of the town council, who are often the "local authority," do not care for making themselves obnoxious by interfering with their fellow townsmen. If they did so it would probably be remembered against them at the next election of town councillors, and it would end in their rejection. Some of them would, I have reason to believe, be glad to see the enforcement of the Workshop Act made compulsory on them, under pain of a fine. This would relieve them from all odium of interfering unnecessarily ; and this was the view taken by a member of the Yeovil town council, some time ago, when I mentioned the matter to him. At all events, as matters now stand, the Workshop Act is most inefficaciously carried out ; and as an instance of this, I will mention the case of a large brush making firm at Wells.

This firm, when I first visited them, did not employ quite 50 hands ; about two or three short of it. Thinking that the Workshop Act would be enforced, and preferring to come under the Factory Act Extension Act to the Workshop Act, they took on two or three more hands, and brought themselves under the Factory Act Extension Act. Finding, however, after a bit, that the Workshop Act was not likely to be enforced, they discharged their two or three hands, and are now under nothing. It seems to me that this Workshop Act might be evaded to any extent. The hours of work, it is true, are (like those under the Factory Act) not to exceed  $10\frac{1}{2}$  a day ; but they may be taken any time between 5 in the morning and 9 at night. It would be almost impossible for a Workshop Inspector to prove what time each individual hand came to work of a morning ; and, unless the hands themselves complained, it would, I should think, be very difficult for him to prove a case of overworking. It would be like the old state of things under the Factory Acts, which the government found itself obliged to step in and rectify.

*As to Saturday,*

Many workshops, I believe, complain that that is their busiest day in the week. This is especially the case with tailors, who on Saturday are very busy finishing clothes ready for the Sunday, and they would gladly change the half holiday to some day at the beginning of the week, when they are not usually busy ; but this change the Workshop Act already authorizes the Secretary of State to make. The Bath Workshop Inspector, Mr. H. G. Montague, says that several employers in Bath have obtained licences (dispensations) from the Home Secretary. He suggests that the time of closing should be altered from 2 to 4 on Saturdays, and that no licences should be granted in future ; also that the exception in the Workshop Act as to “where not more than five persons” are employed in making articles to be sold by retail,” &c. should be dispensed with, and all workshops placed on the same footing.

I am, &c.

GEORGE F. BULLER.

Robert Baker, Esq.

SUBDIVISION of Capt. MAY, R.N. North Stafford and part  
of Salop.

SIR,

Stoke-on-Trent, 4th Dec. 1869.

I CAN add but little to my report of November 10th, 1868, concerning the operation of the Factory Acts Extension Act, 1867, in this district.

From inquiries among various classes of factories I cannot learn that it has caused any serious difficulty in procuring hands, though it has led in some cases to a considerable increase of wages ; but more difficulty is naturally expected when the age for full-time employment by day is raised to 13 on the 1st July 1870.



On the other hand it has apparently done little for education, as the half-time system is impossible of adoption in some of the principal trades to which the law applies, and a majority of the children whom it has restrained from labour in iron mills and other "factories" have found work equally unsuitable to their age in coalpits, brickfields, and elsewhere. At few schools have I found any appreciable increase in the number or age of the scholars, which could be credited to the Act. The only noteworthy exception to this rule is in the St. George's national school, near Oakengates, Salop, where the average attendance of boys is now 290 compared with 240 at this time last year, the first class having increased from 50 to 80. The master attributes this increase to the operation of the law, and an enlargement of the school is contemplated in expectation of still greater numbers. I conclude, however, that, as a rule, where the half-time system cannot operate, compulsory school attendance of some other kind is required to make a Factory Act effectual as an educational agent.

I have no recent experience of the Workshops Act, as my time has been fully occupied among the factories in my district.

I have, &c.,

Robert Baker, Esq.,  
&c.            &c.

W. MAY, R.N.

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SUBDIVISION of C. N. GIRARDOT, Esq., including Leicestershire, Rutlandshire, Bedfordshire, and Northamptonshire.

SIR,

Leicester, Nov. 25th 1869.

YOU requested me a short time ago to let you have some account of the steps taken in my division by the various local authorities in the matter of the Workshops Regulation Act.

I have always taken the opportunity, since this Act came into operation, when visiting a neighbourhood, of calling the attention of the board of health or town council to its provisions, and I am glad to be able to add that in the chief centres of trade, such as Leicester, Northampton, Luton, Dunstable, and Bedford, I have succeeded in getting them to serve abstracts of the Act on all employers of labour, and to appoint officers, generally of the borough police, or the sanitary inspector, to visit and enforce the provisions of the statute. I have already forwarded you a list of these towns, and the names of the officers appointed.

In one or two other towns, Kettering and Peterborough for instance, where no board of health or other similar body exists, there is a difficulty in getting it undertaken; but I hope to induce the guardians in the former, and the Improvement Committee in the latter, to do so. In Wellingborough the Act is at present in abeyance, through the want of school accommodation. Both the board of health and the vicar assure me they cannot provide for the half-timers till additions are made to the schools; but the board have expressed themselves as most

anxious to carry out the statute. In the borough of Leicester I am glad to say the Act is being carried out most systematically, and the board of health and their inspector, Serjeant Wright, deserve great praise for their exertions.

The sanitary inspector and his assistants visit all workshops, milliners' establishments, &c. very frequently, and no objections have been raised to their admission or to producing the school certificates. I append a report, for which I have to thank Serjeant Wright, of cases of breach of the Act, and how they were disposed of by the board or the magistrates.

The objections raised to the Act by the local boards are chiefly these :—

1. That their officer has no legal power to enter a workshop unless with an order previously obtained from a justice of the peace, after making information, and therefore the opportunity of detecting overwork would frequently be lost.
2. That he has no legal power to ask for the school certificates.
3. As to ventilation, which frequently is so insufficient as would require the wholesale discharge of, perhaps, half of those employed. Mr. George, the sanitary officer at Dunstable, states that in some cases the space does not exceed 100 feet of air per head.

It has occurred to me that, in any amendment of this Act, it might be enacted that all workshops should be registered as lodging-houses are, and required to have a licence to contain a certain number only, this licence to be granted after inspection by the sanitary officer. This would also have the advantage of giving notice of the commencement of the work, and the locality.

Perhaps I may be permitted to remark, that any systematic and effectual control of small places of labour of this kind, scattered as they are over the whole country, must be a very great undertaking, and require a most extensive system of inspection.

I venture to think that if the Government were to call the attention of the magistracy, clergy, and other influential persons to the statute, there would be little difficulty in enforcing its provisions through the county police in rural districts. The complete organization of this force would enable them to visit workshops as they now do public-houses, with very little additional labour, and it is difficult to see why more delicacy should be felt on this head than as to public-houses.

In the counties of Northampton, Bedford, and Leicester the magistrates have already instructed the police to enforce the provisions of the Act. Abstracts have been served, and I have found, wherever I have visited them, the chief enactments observed. Would it not be possible to extend this into a thorough system of supervision, without material increase of expenses, and so make it the nearest approach to compulsory education, as well as regulation of labour, possible? With a slight addition to the staff of inspectors of factories, they would be able to visit



workshops from time to time when in the neighbourhood, so as to superintend the action of the police; and I think they should also be empowered to communicate with the chief constable of each county.

With regard to the Factory Act Extension Act, I do not find anything deserving particular remark, except that I would suggest the extension of its provisions to all places employing twenty persons (instead of fifty) in one trade establishment. This seems to me to form a more natural division between a factory and workshop. I hope also it will not be long before a consolidation of the Factories Acts is made. To trace the enacting clauses through the nine or ten Acts on the subject, the greater part of which are repealed, is most difficult, and an attorney for the defendants never hesitates to take advantage of this to confuse the magistrates, and, if possible, weary out the patience of the bench.

I have, &c.

Robt. Baker, Esq.,  
&c.      &c.

CHARLES N. GIRARDOT.

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SUB-DIVISION of MR. FITTON, Worcester, Hereford, Monmouth,  
and part of Shropshire, November 1869.

### *Workshops Act.*

The instructions of the Home Secretary to urge the local authorities to carry out the provisions of the Workshops Act, 1867, were only sent to me in May last, and since that time I have taken every opportunity of bringing the Workshops Act prominently under the notice of the various local boards or town councils in my district, wherever such bodies exist. I have also requested the chief persons of influence in the various outlying districts, parishes, &c., to endeavour to co-operate with their neighbours, and wherever it can be done to appoint some one official to act as Workshops Inspector throughout a defined area, irrespective of parish boundaries, so that the benefits of the Act may not be limited to towns alone, but may also be uniformly carried out in the populous rural districts in which it is acknowledged to be very much needed.

### *On the Borders of the Black Country.*

#### *Nailers and Needle Makers.*

On the confines of the three counties of Worcester, Warwick, and Stafford are places, such as Cradley Heath, Rowley Regis, the Lye, Stourbridge, Halesowen, and the suburbs of Dudley, together with the needle-making district of Redditch and Freckenhams, where numbers of small cottages, each with its hearth of five or seven working chain and nail makers, or its hamlet of needle pointers workshops, where no steam power is used, are scattered in such a manner that it would be extremely difficult

to fix upon the particular authority (especially in case of rural vestries) on whom "the duty" is imposed by the Act itself of enforcing compliance with its provisions. Much remains to be done in this respect; but a desire to see the Workshops Act enforced has been very generally expressed by the working nail and chain makers themselves, who during the recent prolonged disputes and stoppage from work in the nail districts have had ample opportunity for thinking over their own condition. A great number of the Redditch needle makers are equally desirous to see the Act uniformly enforced in all needle shops.

I expect, before another half year has passed, to be able to report that efficient provision has been made for enforcing observance of the Workshops Act throughout the entire working neighbourhood between Bromsgrove, Catshill, Halesowen, Dudley, and Stourbridge in Worcester, by the joint appointment of three or four district inspectors, with instructions to co-operate in their supervision and district boundaries.

This will still leave Oldbury and the Staffordshire boundaries of Worcester near Birmingham to be arranged for.

#### *Schools.*

An Inspector of Workshops, who is himself a working nailer, has been appointed, with a salary jointly paid to him by the township of Bromsgrove and the outlying district of Catshill; and the committee and managers of the national schools have decided to open for the present an afternoon school for boys at the townhall Bromsgrove, and for girls in the girls schoolroom at Catshill.

I was told recently that an attendance of at least 350 children from the workshops in this district is expected.

#### *Children's Work causes low Pay.*

Several working nailers at Bromsgrove have told me that they would be glad to see the Workshops Act enforced, not only because the long hours and late night work for the two or three days in the week in which the nailmakers really as a rule work hard is injurious to children, but because the employment of so many unskilled children produces inferior work, and lowers the character and market repute of the article, thus keeping at a low standard the general rate of wages in the district.

It has also been suggested that a short term of apprenticeship would be desirable in all cases in these small smithies for nail and chain making, as thereby the employment of children, at the caprice and sole control of any chance master, would be rendered impossible. Many social evils resulting from the very early independence now attainable by any stripling or girl who can earn a few shillings per week at any "nail hearth" they choose to engage at, away from their own homes, would thus be partially prevented. I have been told that it is not unusual for a young pair of nailers to start in life unmarried before they are sixteen years old.



*Halesowen Workshop School in 1868.*

At Halesowen, when the Act came into operation, in 1868, notices were posted through the town offering special school accommodation for children from workshops, and for a short time the schools were well attended by children who were stopped from working in the nail shops, but as no special steps were taken to enforce the observance of the Act the school attendance soon dwindled down from 40 a night to one or two, and after a few weeks the Act ceased to be regarded at all.

The appointment of an Inspector for this district is now under consideration ; but there is some difficulty as to the powers of the local authorities ; probably some joint action will be decided on between the township of Halesowen and the neighbouring district of Old Hill, Blackheath, Cradley, and Rowley.

*Malvern.*

Besides the Bromsgrove Inspector, a Workshops Inspector has been appointed for the Malvern district, and he has been further instructed by the local board to enforce the observance of the Bakehouse Act, 1864.

*Worcester City.**Half Holiday.*

The watch committee of Worcester have very recently (Nov. 19, 1869) given instructions to the superintendent of police of the city, that "all infractions of the Workshops Act shall be reported, " and proceedings taken against all persons found guilty of "breaches of the law." I have myself by frequent visits obtained compliance with the Workshops Act at the principal drapers warehouses in Worcester, and I believe that a request has been sent to the Home Secretary for permission to take the weekly half holiday on Wednesday in all establishments to which the Workshops Act is applicable, thus being a more convenient day than Saturday, which is market day in Worcester.

In one establishment alone in Worcester the young needle workers said that they did not care about a half holiday every week, but would rather be allowed to work overtime, and get paid for it, as well as for each full week, and take a whole fortnight together in the summer, which it seems has been usual in this establishment. But in many other cases all the dress-making in a draper's establishment is done by apprentice girls, who do not get paid at all in money, and who would therefore derive great comfort and much happiness from a weekly half holiday.

*Workshop Act, Redditch.**Short Time Factory and School.*

At Redditch the local board have issued a number of notices supplied by the factory office, and the clerk to the board, Mr. Browning, tells me that even this, although no local inspector has

been appointed (Nov. 23rd, 1869), has produced very good results in the township of Redditch, although no school attendance has been yet recorded. At Astwood Bank and Freckenham, where the rural vestry is the only authority whose "duty" it is to carry out the law, I am told there is much late night work of children in the needle pointing shops. Among the needle factories, six or eight in number, at Astwood Bank, the Factory Act is well observed, Nov. 23rd, 1869, and there are a few half-time children, about 20 in all, employed. Probably the number of short-time children in this immediate neighbourhood of needle makers will be increased when a school is opened, as is projected, in January 1869.

#### *Dudley, Stourbridge.*

In Dudley, although I have paid several visits to the local board, and the Workshop Act has been discussed at their meeting, no appreciable result has followed, beyond the circulation of a few Workshops abstracts, and the same may be said of Stourbridge.

#### *Nail and Chain Shops.—Lye, &c.*

Near these townships are great numbers of small workshops, in which it would be impossible for any Inspector not personally conversant with the trade and locality, and resident on the spot, to ensure compliance with the Act.

I have generally heard no objections to the spirit of the Act, but rather a desire to see it universally carried out. But each local authority appears to be waiting to see what their neighbours are disposed to do, rather than take the initiative themselves, as Broomsgrove and Catshill have already done, both as to enforcement of the Act, and provision for schooling for the children.

#### *Workshops Act, Hereford.*

In Hereford town and county, there does not appear to be any need for interference with the few drapers and others who would be subject to the Workshops Act. The subject has been twice discussed at the town council meetings.

#### *Monmouth Iron Districts.*

In the towns near the large iron works of Monmouth, I am told that on Saturday nights, and especially on "draw nights" and pay nights, which occur every two weeks, when a portion of the wages are paid to the forge men, a great deal of late shopping goes on, and the drapers' workpeople have on these occasions to work very late; but there would be no difficulty in giving a weekly half holiday.

The subject of enforcing the Workshops Act is now under consideration both at Newport and at Brynmawr.

#### *Factory Acts Extension Act, 1867.*

In all the large iron works and factories in Monmouth the Factory Act, 1867, has been very fairly observed, and I have no



cases of wilful breaches of the law to record. A general impression has prevailed, or at all events is professed, notwithstanding my frequent explanation of the construction to be put on the words of the Act, that boys of full 12 can work day or night as though they were nearly 13 years of age. The careless manner in which the surgeons' certificates are given has in some instances tended to confirm this error.

The recent decision in the case of the Dowlais Iron Works will probably put a stop to any further mistakes.

### *Alterations in Workshops Act.*

The great good to be derived from the Workshops Act, if uniformly carried out, is now so generally admitted that I need not allude to the special points that require improvement, such as more general power of enforcing the school attendance, and the authority of local inspectors to visit a workshop without a distinct and fresh order from the justices in every particular case. I have frequently been asked, can it not be permitted to dressmakers in any case at their own homes to work later than 9 p.m.? I believe that although, as a universal law, it is a great boon to young apprentices to feel sure that their day work will end at 9 p.m., yet many full-grown women as well as young daughters in a dressmaker's family would be glad to be allowed, as all young men of 18 can do, to work at night, and get extra pay by so doing.

### *Women's Work in Iron Mills.*

The same reasoning applies to the case of women's work in iron mills, although it is not to be wished or expected that any alteration in the factory laws in this respect can take place. I have been told by more than one experienced manager of iron works that the strict prohibition of women's work beyond factory hours by day, and for all night work, has really caused much suffering.

Many of these large works are in comparatively remote districts, and a large population, male and female, has, as it were, grown up around and been created by the iron works themselves.

### *Blast Furnaces.*

The employment of women at blast furnaces, which is to continue as heretofore till July 1870, is in such cases looked upon as a privilege, as the women can thus be sure of constant work; while the total stoppage of all night work elsewhere for females has reduced the opportunities of work for women in all other departments by fully one half, as the turns must now be taken by men, or dispensed with altogether.

In the iron districts there is scarce any employment for women available in shops or domestic service, and in such a case as that of a widow, with perhaps three or four full-grown daughters, the husband having been "killed underground" in a colliery, there is no possibility of work for the girls anywhere but in the iron mills and forges.

*Young Females in Iron Mills often the sole stay of the Widowed Family.*

I have been told, at four different large establishments, that a great deal of suffering has arisen from the sudden non-employment of a number of young women whose whole lives have been spent in the iron works, and who, if they could be allowed to work now, might easily support the whole widowed household, earning from ten to sixteen shillings a week, in wheeling stuff, box piling, and other labour that has hitherto been performed by women.

The argument that "this makes it better for the men's wages" is not always consolatory to families consisting wholly of a widowed mother and her daughters, who have to get their living solely by their own hands, and many such exist in colliery and iron-mining districts. Notwithstanding this, I believe the feeling is almost universal that "night work for women in iron works is bad," and I shall be glad when the present exception as to employment of women in blast furnaces is put an end to.

*Sewing School at Nantyglo.*

The Saturday half-holiday is now, I believe, universally observed among the women in iron mills. The Tredegar works close altogether soon after 1.30 on Saturday. And I have much pleasure in recording that a sewing school has been set on foot at Nantyglo Works on Saturday afternoons, at which several of the neighbouring ladies and others interested in the works attend to give instructions, &c. The attendance, which has been fairly uniform for five weeks, is now just 60 of all ages. The women themselves, as well as their male relatives in the forges, have already begun to acknowledge that half a day's stoppage from work, although a few hours actual wages in money may be sacrificed, does not necessarily entail a loss to the household. Some of the women at work in this sewing school at Nantyglo on its 4th meeting took great pleasure in showing me gowns and canvas aprons made with their own fingers on the Saturday afternoons, for which, if they had had to pay, the cost would have been more than the wages they could have gained by the same time spent in the iron mill.

I hope before the winter is over to see similar institutions established in other large iron works in Monmouthshire.

In the tin-plate works the hours of work required by the law have been observed, but scarce any educational result, or employment of short-time children, has arisen out of the Factory Act Extensions Act, 1867.

*Schools and Children.*

The admirable schools of the Dos Nailworks at Newport, Monmouth, and the arrangements for the schooling of the workshop children at Bromsgrove, are the only instances where large groups of children are employed whose schooling is the result of the factory laws, 1867, that I can recall.



*Short Time and Schools.*

In other factories, excepting a few at Redditch needle factories, and some at a cotton reel factory at Chepstow, in almost every instance, all children who would have to work short time have been dismissed by the employers, who do not choose to take the trouble of making a trial of the half-time and schooling system.

In the case of night work by relays this is perhaps unavoidable, but there are many cases, as among rivet boys, and those who work stamping presses, &c., where children would be very useful, if any trouble were taken to give the system a trial. Probably, after July 1870, when all children under 13 must go to school, more short-time children will be employed.

*Brick Works.*

The one class of operatives who do not appear yet to have reaped any benefit from the Factory Acts are the numerous young children and girls employed in brickworks. These works are excepted from Act 1864. A brickwork employing "50 persons" is larger than usual, and yet no local board that I know of has yet put the Workshops Act in force in any brick district. A great deal of irregular and late night work is, I am told, still carried on at Oldbury, and the borders of Worcester and Stafford, and even a good deal of Sunday work, that is not always united to "tapping and turning" the bricks laid out to dry, is still carried on.

*Ornamented Crest Tiles at Broseley, Salop.*

The good feeling of the brickmakers around Stourbridge has, however, almost wholly put an end to such practices in the Lye district, and the gratuitous night schooling for those employed in brickyards has again been offered by the masters for this winter. Under your instructions, a case was taken by me at a brick and ornamented crest tile work at Broseley in Shropshire, in order to obtain a magisterial decision as to whether the manufacture of ornamentally stamped cresset and ridge tiles could be interpreted as the manufacture of ornamental tiles under Act 1864, and the brickyards in which such tiles are made be thus brought under the factory laws.

The magistrates, however, decided that the making of these ornamented or "fancy" tiles was not the manufacture contemplated by Act 1864, under the words "ornamental tiles," which they considered to be limited to encaustic and parti-coloured tiles, such as are used for flooring of churches and halls, and made by Messrs. Minton, Maw, Godwin, and others.

In this case, again, the difficulty of carrying out the Workshops Act by any available local authority was made evident.

*Workshops Act at Broseley, Salop.*

The district of Broseley and Jackfield, in which the groups of brickworks in question is situated, is under the local jurisdiction of the mayor and corporation of the borough of Wenlock, a

town six miles distant from Jackfield ; and although several gentlemen, including two of the Broseley brickmakers, were desirous of getting the Workshops Act enforced in all brickyards, yet no steps have yet been taking to ensure compliance with the law at Broseley.

#### *Broseley Brickworks and Workshops Act.*

As all the Broseley works, however, are open air works, which are almost at a standstill in winter, during which the children really get a fair amount of schooling, I do not consider that legislation for these brickworks in Salop is nearly so much needed as in parts of Worcester and Stafford.

#### *Small Printers.*

I entirely concur with the remarks of Mr. Buller, quoted by you in last year's report, as to the exemption from or abstaining from a rigorous enforcement of the strict letter of the Factory Act in the small printer's shops. I have visited and conversed with very many small printers, who really have no desire to overwork the one or two lads employed by them. These lads are often inmates of the printer's own household, and act partly as shop lads at the counter, partly as errand boys, and also occasionally as assistants to the one or two men in the printing office, when any "taking off" is required. The insisting on surgical certificates for all such lads, and the dread of prosecutions and fines for breaches of factory law, in case a lad happens to be employed for half an hour overtime, perhaps once in a month, is a real grievance, and in almost every small town has created a dislike to the Factory Acts among the printers. I have not found objections to the Factory Acts among any other small branch of trade so universal as it is among the printers, and I think they have very good reason on their side.

#### *Surgeons' Fees.*

Having mentioned the surgeon's fee for certificates, I cannot avoid recording my desire that some definite instructions should be issued as to the scale of payment of the surgeons' fees.

The hardship of being liable to pay three, five, seven shillings, or more, for a certificate for a single stripling, who is perhaps the son of the employer, at a small foundry, and whose age and strength are undoubted, is constantly complained of; and although the surgeon cannot be expected to give up his time for nothing, the loss of money to the employer, in cases where neither he nor the lad examined get any advantage whatever by the surgical examination, is a frequent source of irritation. Moreover, it places the Sub-inspectors in very invidious position if they are called upon, as they frequently are, by the certifying surgeons, to threaten prosecutions, in order to force the owners of small factories, who are perhaps scarcely earning more than their own journeymen's wages, to obtain and pay for certificates for full grown youths, about whose real age and physical aptitude for work no living being can entertain a doubt.



*Surgeons' Fees and Certificates.*

I should be glad to place my opinion on this subject on record, if possible, for, as you are aware, I have myself been subjected to some very unfair aspersions by a surgeon, in a case in which I had used every endeavour to obtain compliance with the law by a large company, and had distinctly impressed upon the manager the necessity of obtaining certificates for one or two lads who were certainly within a very few months of their sixteenth birthday.

EDWARD B. FITTON,

Sub-Inspector of Factories, Nov. 29, 1869.

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SUBDIVISION of W. H. BEADON, Esq., including Hants, Dorset, and part of Devon.

*Factory Act, 1869.*

SINCE I last made a general report to you, I am happy to say that considerable advance has been made with the general observance of the law. The more important principles are now, as a rule, well attended to, and the same may be said of the minor details, as they become better understood, though, as regards these latter, it takes a deal of time and trouble to convince many of the necessity of strict observance of apparently trifling matters of form, the object and advantage of which they do not perceive.

I will take the trades specially placed under the Act in rotation so far as they exist in my district in sufficient numbers to be worthy of remark.

1. *Iron and other Foundries* ; also
2. *Manufacture of Machinery* ; and
3. "*Articles of Metal*" where Mechanical Power is used.

In the whole of these it has been easy to glide into the regulations of the Act, inasmuch as in a general way the hours were not excessive before, the chief alteration being the compulsory Saturday half-holiday, which seems to have been attended with very little inconvenience or objection.

In some instances it has led to the whole of the hands getting the half-holiday, a result which both masters and men seem to relish now it has once been tried, and I suspect it will become more general.

*4. Paper Mills.*

The extensive privileges and departures from the principles of the Factory Acts which were granted to the paper makers have, as you are aware, rendered the Act a nullity as regards them, in many important respects ; but still much good has been done by the proper regulation and control of night work, guarding of a great quantity of their most dangerous machinery, ventilation of workrooms, and so on. Probably no branch of industry placed

under the Act required its interference more decidedly than paper mills, and although the peculiarities of their processes called for some relaxation of the law, still I am inclined to think more were granted than was really necessary, and it would be well that they should be revised.

### 5. *Tobacco.*

These seem on the whole more disposed to settle down quietly under the Act, now that experience has shown them how unreal most of their complaints against it were; but there seems to be at least a case for consideration made out in their demand for some privileges, in certain processes and at certain times.

I may mention, as an incidental result of the Act, that a strong opponent admitted to me, that having in consequence of the shorter hours enforced by the law placed a department of his works on "piece work" instead of day work, he found that the people now did what used to be a week's work in four days. Here then is a clear gain of a day and a half per week, or about seventy-five days in the year, to all concerned. I cannot consider tobacco manufacture a healthy employment, for although many factories are roomy and airy, and not crowded, I notice a general flabby abnormal appearance in the boys, and doubtless many suffer from it, though in this, as in all other cases, it is hard, nay almost impossible, to extract an admission that the labour whereby they live is in any way hurtful to them.

### 6. *Letter-press Printers.*

If I have more to say to you of these than of some others, it will be, first, because they are more numerous on my books, and also because I think that the incidence of this Act on this trade is not by any means satisfactory, and calls for much special animadversion.

Like all officials, I started with a natural bias in favour of the Act put into my hands to administer, and tried hard to convince myself and those I had to visit that the law was equally good for all, as would be seen and admitted as soon as fairly tried. I regret to say, however, that the results of my efforts to convince myself of the satisfactory adaptation of the Factory Act as it stands to a small printing office has been similar to what might be expected from attempting to fit a square plug into a round hole! I use the word "small" advisedly, for I wish it to be understood that my remarks apply to the "small" job printers office, where say from two to four hands are employed. Every one admits the wisdom of placing larger printing offices, especially newspapers, under the Act, for in most it was loudly called for, and much benefit has resulted; but the fact is that the arrangements required for a large office are so totally dissimilar from those for a small office as to constitute them in effect two separate and distinct classes of industry, in so far as concerns the incidence of the Factory Act on the labour in each.

In a large office there is as a rule a sufficiently regular supply of work to enable all hands to be steadily employed for a certain



time each day, and the work is therefore more analagous to that of a cotton or woollen factory. In those the Act is well placed, and little or no inconvenience has resulted from conforming to it, in all well-conducted offices; but in a small office it is all reversed, their supply of printing work is irregular and uncertain to a perplexing degree, it is often hard to find employment for the lads, who either sit idle or go errands, work in the garden for the greater part of the day, or sometimes for several consecutive days, then suddenly in comes some printing job, such as a sale catalogue or circular, which must be done by a certain time, then arises the difficulty, the law forbids the lads to work after a certain hour if under 16, and without them or extra help the job, perhaps the only one for the week, cannot be done. The small printer cannot count on procuring extra help of hands over the prescribed age, and even if he can, as he truly complains, the remuneration required would "swallow up all the profit." If he had some such occasional privilege as the bookbinders have, it would overcome much of this difficulty, and do no harm. It is habitual and not occasional long hours that do the harm which the Act was intended to put an end to. Such habitual long hours existed to a deplorable extent in large printing offices, as is universally admitted, but in the small job printing office such never did nor can they exist, from the very nature of the work; my opinion therefore is that the Act in small printing offices not only effects none of the good it is designed to do, but that on the contrary it is productive of much hardship, inconvenience, and loss. As a remedy I believe some propose that below a certain line they should be transferred to the control of the Workshops Act, whereby they would have a wider range of hours between which they might work; others propose privileges somewhat similar to that of bookbinders, but perhaps on a rather extended scale; but the great difficulty would be as to where to draw the line. Certain it is, however, that it requires but a very slight observation and contact with the small printers to become convinced that alteration in some direction is absolutely necessary, and I sincerely hope that the relief needed will be granted as speedily as possible.

#### *Bookbinders.*

Much of what I have said about small printers applies with equal force to small bookbinders, but their difficulties are much relieved by their 14 hours' privilege.

#### *The Fifty Hands Factories.*

This sweeping enactment brings in such vast variety of employments that it would take a large volume to enter into the effects of the Act on each. One can, therefore, only here mention, in a general way, that in a great many the fact of being under the Act is a mere matter of form, either because no hands under the age are ever employed, or because their hours and arrangements were previously similar to or often within what the Act demands.

In many others, however, it is quite the reverse, for among such a variety it may naturally be expected that there must be many the peculiarities of whose processes, or nature and seasons of trade, call quite as urgently for special privileges and modifications in their favour as those of the paper makers or glass manufacture, &c. In such cases the Act, pure and simple, works great inconvenience and hardship, both to employers and employed; so great in many trades that I regret to say it has led to wholesale discharge of all hands coming within the Act, and a rule to take no apprentices at 14, as heretofore, but to postpone taking them until 16 or 18, as the case may be. It is impossible, among so many, to particularise here, but when the law comes to be re-considered, doubtless each trade, which finds itself aggrieved, will make its voice heard.

While on the subject of the "50 hands" or "miscellaneous" enactment, I must mention that experience has convinced me of the necessity for a considerable reduction of the line of 50 hands to place establishments under the Factory Act. The line at present is bad and unsatisfactory in every way, as has already been ably demonstrated by yourself, and cannot, I think, be allowed to stand. Any such number is sure to work the injustice of having competing employers, standing in the same position in their trade, some under the Factory and some the Workshops Act. There are numerous other anomalies wrought by this line, which it is to be hoped will be removed.

For my part, I consider there are some trades which might well be added to the Factory Act by name, and speaking in a general way I would offer the suggestion that all places where wearing apparel is made or clothing of any kind should be so dealt with. Daily experience proves to me more and more, that if on visiting a town I could go and make official inspection of such establishments as boot-closers, stay-making factories, millinery and dress and mantle makers, and some others, I should there find ample scope for my endeavours to effect all the good designed by the Factory Acts, for there I should often have a real instead of an imaginary foe to cope with, in the shape of excessive hours, dreadfully unfit and unhealthy workrooms, overcrowded and unventilated, and I have reason to think, young children often employed without schooling, and for long hours. And yet, as the law and my duties are arranged at present, I do not visit such places where I might work a world of good; while I have to waste my time at the small printers or bookbinders, with whom, in my opinion, my work generally does more harm than good. I never visit a country town that this anomalous state of things is not forcibly pointed out to me, and my opinion is that such trades will never be effectually looked after (under any Act, now existing or to be passed hereafter,) by any local authority. I do sincerely trust, sir, that you will use your utmost endeavours to take from us some of our useless and almost humiliating work, and to open to us the vast field, where we may work the real good we and our Acts are intended for.



*Machinery.*

Much dangerous machinery has been properly fenced, under my direction, in various works, more especially in paper mills and machine shops, and, as a rule, I have to report the ready acquiescence of the employers in all I suggest.

Much beneficial ventilation has also been effected ; but the great difficulty is to devise plans which ventilate without causing cold and draught, and which cannot be tampered with. One good result of the Act has been, to hasten many in carrying out plans which were in abeyance for enlarging their overcrowded premises.

*Education.*

As a means of extending education, the results of the Act, in my district, are so trifling as to be unworthy of remark.

In conclusion, I will mention a great defect which I consider to exist, in both this and the Workshops Act, with regard to sanitary measures. We can only take official cognizance of dust, foul gases, &c. generated in the processes carried on, and are unfortunately powerless to interfere though the place be rendered deadly by malaria arising from want of drainage and similar causes ; and, as far as I have seen, this latter is by far the most common of the two evils.

I should certainly be failing in my duty if I omitted to report to you the very strong feeling that exists (and one can hardly wonder at it) against the law which compels the employer to pay for the surgeon's certificate. I do not hesitate to say that it forms the chief stumbling block ; were it altered, general satisfaction would ensue ; and not the least so to the certifying surgeons, who would naturally very much prefer to receive their fees from the State, instead of from the employer, who pays them so grudgingly. In any new legislation I hope this important question will find due consideration.

I am, &c.

W. H. BEADON,

Sub-inspector,

Hants S. Division,

30th Nov. 1869.

Robt. Baker, Esq.

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*The Workshops Regulation Act, 1867.*

When, a few months ago, I reported to you my endeavours to carry out your instructions, to induce the various local authorities in the chief places in my subdivision to do their duty under this Act, by taking measures for its being efficiently worked within their several jurisdictions, I had reason to hope that those efforts would be attended with satisfactory results, in, at least some of the more important towns, and I am therefore sorry to be compelled to announce to you now, that, as a general rule, the reverse has been the case.

Notwithstanding that I have been pertinacious, almost I fear to intrusiveness, in my attempts to persuade the authorities in all my important places, that if not a legal there is at all events a moral obligation on them to pay the legislature the compliment of seconding its views by at once accepting the "duty" so clearly cast upon them by the words of the Act, and that I have, as instructed by you, offered every possible assistance you and I could render, and given the same freely where accepted, still I am bound to confess that all that has been achieved amounts almost to nothing.

The few bright exceptions, where at least some steps have been taken, will be alluded to below.

There has been and is a general slowness on the part of the authorities to realize or to trouble to investigate the scope and objects of the Act; and I hope I shall not give serious offence when I state that the common reply, to the effect "that it is not considered necessary or desirable that the "Act should be enforced here," I have found in very many cases to have been hastily made, on the crudest and most superficial knowledge or appreciation of the meaning and leading principles of the Act, a fact, I think, much to be lamented.

There are two prominent and notable reasons which have but too clearly influenced the authorities in deciding to take little or no action in the matter; first, and perhaps the more important, being that in many cases the individuals of whom the local governing body is composed are the chief employers in the place, on whom the Act would take effect; and, second, there is too often a mistaken economy, which allows their decision on so important a matter to be swayed by the fear of having to incur a very small outlay to supplement the salary of some officer who would have to attend to the Act.

As an example of the influence which the first reason would be likely to have, I may mention that at one important place avowed opponents of the Act openly proposed to adopt the resolution that it be enforced, &c., &c., "so that they may keep the "said enforcing in their own hands." And I suppose it is no very harsh construction to put upon this suggestion that it means "let us pass a resolution pretending to carry out the "Act, in order that we may shelve it by taking care it is not "enforced." To the credit of the body in question this very questionable proposition was not acted upon.

I really do not see that I can do more than I have already done with my chief local authorities, and the only suggestion I can make is, that, if the present Act is to continue law, the duty now thrown morally and optionally on local authorities to carry out the Act be made compulsory; and in this suggestion I feel convinced I am only expressing the views and wishes of an important minority of right thinking men scattered among the various bodies. I for one cannot suppose, however, that the serious anomalies and unevennesses existing while this Act remains as so very inefficient a pendant to the Factory Act, 1867, will be allowed to continue.



I have already, in another place, expressed my opinion that it might be found advisable to transfer some of our present minor work to some new Workshops Act, and to hand over to us much of what now comes under the Workshops Act; a change which I consider circumstances loudly call for.

I have to thank the various gentlemen, town clerks, and others through whom I have had to communicate with the various governing bodies, for their kind assistance and attention; but I much regret to be obliged in honesty to give it as my conviction that all attempts to get this Act (so long as it is not compulsory) worked by the local authorities will prove, as it has hitherto done in my experience, with very slight exceptions, a comparative failure.

I will conclude by giving you as briefly as possible the results from the various places with whose authorities I have hitherto held intercourse, making, first, a special mention of the six most important places in my district, Plymouth, Devonport, Stonehouse, Exeter, Southampton, and Portsmouth.

Plymouth stands foremost and conspicuous on my list, at having received and considered my suggestions in a business-like and proper spirit, and as having taken measures for carrying out the Act, by promptly publishing an abstract, and nominating their inspector of nuisances, to keep a general superintendence over it. Up to the present time I hear that this officer's instructions have been promptly attended to, and should any difficulty or probable prosecution arise I shall be communicated with. That the Act is strictly carried out I am not prepared to say, but it probably will be so, as it becomes more understood.

Devonport. The authorities promptly considered the matter when their attention was drawn to it, but I regret to say their measures stopped short with the issue of an abstract of the Act. This is better than nothing, but without some officer to attend to it I fear there is not much to be expected.

Stonehouse. I am sorry to say that the authority at an early day after my suggestions, decided to do nothing with the Act. This decision is the more unfortunate, because the Act would, I think, work for good here, and also because the place is virtually one with Plymouth, where, as I said, the necessary steps have been taken.

Exeter. The authority at once considered the subject, and have taken steps, short of the all important one of appointing an officer to attend to it, without which of course no results can be looked for from their action. There is now, however, great hope that the Act will be enforced, as the employed and their parents have lately begun to agitate the subject for themselves. The movement seems so strongly to corroborate what I have said to you relative to the wearing apparel places being handed over to our department that I wish to draw your particular attention to it. I enclose a paragraph from a local paper.

Southampton. The council appointed a committee to confer with me. This committee brought up its report, recommending that the necessary steps be taken for enforcing the Workshops Act; but I regret to say it was decided by a large majority in the council not to adopt this recommendation. Judging by the local newspapers, a strong feeling seems to exist among the employed and others against this decision, and a public meeting was talked of, but I have not heard that it took place. Here, as in most other places, much pardonable confusion of ideas exists between the Workshops and Factory Acts; some refusing to be convinced that they are distinct Acts.

Portsmouth (with which are also Portsea, Landport, Southsea, &c.) I have had considerable difficulty in arousing the local authorities here to entertain the subject, which is due, I feel sure, to their not appreciating the nature of the Act, nor the fact, that their jurisdiction comprehends districts in which a vast variety of employments exist, in the control and regulation of which a little lawful interference would produce the most beneficial results in many ways. In consequence of my persistent representations, however, I am happy to say the committee of council have now expressed, through their town clerk, Mr. Howard, a desire to confer personally with me. Although nothing has yet been done in this important jurisdiction, I have yet hopes that the proposed conference may lead to good results. And if any important steps should be taken I will inform you at once.

Thus much of the six most important jurisdictions. I will now proceed to other places.

1. At the following places some preliminary steps have been taken towards enforcing the Act, which may possibly lead to more. And I would here observe, that, as I read the Act, it is desirable, if not actually necessary, that the officer detailed by the authority to visit and inspect workshops should hold some sort of written document of appointment.

Newton Abbott; Exmouth (satisfactory); Fareham, Bridport.

2. At the following, nothing has yet been done, but it has not been formally decided not to do anything; indeed at some of them the matter may be said to be still under consideration. Torquay, Winchester, Basingstoke, Dartmouth, Christchurch, Teignmouth.

3. At the following it has been either formally resolved to do nothing, or that the necessity for doing anything is not at present apparent to the authorities. So that this list may be taken to come under one head of "Nothing done, nor likely to be." Kingsbridge, Weymouth, Sherborne, Poole, Blandford, Wimborne, Ringwood, Andover, Totnes.

From several towns, addressed by letter only, I have received no reply.

I should wish to point out a great defect in the Act, viz., that no one, except a factory inspector or sub-inspector, can enter a workshop without previously obtaining a justice's warrant.

W. H. BEADON.



SUBDIVISION of Mr. EARNSHAW. Wilts and Gloucester,  
including Bristol.

Workshop Regulation Act.

SIR,

CONCERNING your note of May 7 ult. on the above subject, I have to report that I have visited every town in my subdivision of any importance, and that I have had conferences with the local authorities in many of them, but in all written and personal communications with their representative clerks. I will take the places in each county in alphabetical order, describe the local authority, and summarise my knowledge of what has resulted from my communication with them.

*Gloucestershire.*

1. Bristol.—Town Council. Clerk, D. Burges, Esq.—I had an interview with Mr. Burges. His attention had been drawn to the subject some time before by a circular from Mr. A. Redgrave. In consequence of that he laid the thing before the council, who referred it to the watch committee, but no action was taken. Mr. Burges requested me to address him a formal letter, such as he might lay before the watch committee. I did so; and have heard nothing since beyond an acknowledgment that it had been submitted to that committee, that they had referred it to the council, and that the attention of the chief superintendent of police had been drawn to the Act, and to the powers conferred on him by its 9th section.

2. Cheltenham.—Improvement Commissioners. Clerk, E. T. Brydges, Esq.—The inspector of nuisances was instructed to communicate with me, and to render every assistance in seeing that the Act is complied with. A sufficient number of abstracts of the Act was ordered to be printed and placarded. Nothing had been done in the matter till I first drew Mr. Brydges' attention to it.

3. Cirencester.—Town Commissioners. Clerk, R. Ellett, Esq. Had done nothing; but now appointed superintendent of police to enforce the Act, and had printed and distributed a number of abstracts.

4. Gloucester.—Town Council. Clerk, R. H. Fryer, Esq. Had done nothing; now appointed the deputy chief constable to enforce the Act, and had printed and distributed a number of abstracts.

5. Stroud.—Board of Health. Clerk, E. Mitchell, Esq. Had done nothing; but now appointed the sanitary inspector to enforce the Act; and have had copies of the Act printed, &c.

6. Tewkesbury.—Town Council. Clerk, W. Winterbotham, Esq. Had done nothing, but have appointed the superintendent of police, and distributed a number of abstracts.

*Wilts.*

Bradford.—Board of Health. Clerk, J. Clark, Esq. The Act was discussed at their last meeting, but no resolution agreed to,

and the discussion was postponed till their next meeting, 11th August prox. Nothing had been done.

Calne.—Council. Clerk, Rich. Clarkson, Esq. Nothing had been done. Some informal conversation has transpired, but the subject is to be officially dealt with at the next meeting of the council, and “in all probability an inspector will be appointed.”

Chippenham.—Town Council. Clerk, F. H. Phillips, Esq. Nothing had been done. The clerk has informed me, at the instance of the mayor, that the Act shall be laid before the council at their next quarterly meeting.

Devizes.—Town Council. Clerk, A. Meek, Esq. The inspector of nuisances was appointed to enforce the Act, soon after it came into operation.

Melksham.—Improvement Commissioners. Clerk, A. Gore, Esq. Nothing had been done, but the clerk is to bring the subject forward at the next meeting.

Marlborough.—Town Council. Clerk, R. Merriman, Esq. At a special meeting of the council, June 18th, it was “resolved “that effect be forthwith given to Workshop Regulation Act, in “the borough.” “That the police superintendent be appointed “to carry it out.” “And that there be a reprint and distribution “of the abstract of the Act which was issued in 1868.” Early in ’68 Mr. Merriman laid the Act before the council. He drew up an excellent abstract, which was printed and placarded in the borough.

Salisbury.—Town Council. Clerk, C. M. Lee, Esq. Nothing has been done ; but the subject will be laid before the council at their next meeting.

Swindon, Old.—Local Board. Clerk, H. Kinneir, Esq. The subject was at my request laid before a meeting. But the attendance of members was so small that it was resolved to defer its consideration until the next monthly meeting. I have heard nothing since.

Swindon, New.—Local Board. Clerk, J. C. Townsend, Esq. I attended a meeting of the board, left the subject to their consideration ; but I have not heard what resolution they came to. I have no doubt, however, but that it was to appoint an inspector.

Trowbridge.—Local Board. Clerk, Mr. Frane. Nothing had been done. I attended a meeting, and a number of abstracts were ordered to be distributed, and the superintendent of police was appointed to enforce the Act.

Warminster.—Local Board. Clerk, F. Ponting, Esq. The subject is to be brought before the board, at their next meeting, and the mayor will then move the appointment of an inspector, for the purposes of the Act

R. Baker, Esq.

I am, &c.,  
H. GRANGER EARNSHAW.

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Subdivision of G. F. FAUSSETT, Esq., including Westmoreland, Cumberland, and part of Lancashire.

SIR,

Preston, 22nd Nov. 1869.

IN compliance with the instructions contained in your letter of the 26th ultimo, I beg to submit the following report on the working of the "Factory Acts Extension Act, 1867," and of the "Workshop Regulation Act, 1867," in the Preston subdivision. In my report last year, I stated that the former had been received in good spirit by all concerned. I am happy to be able now to reiterate that statement. In no case have I met with anything in the shape of opposition to the Act; on the contrary, I have met with nothing but willingness and readiness to comply with its provisions.

It will be well, perhaps, in reporting on the general working of the Act in the district, to treat of each trade individually as affected by it, no two trades being affected by it in a precisely similar manner.

First in point of numbers come the letter-press printing offices. There are as many as eighty of them, or a third of the whole number of works coming under the Act, in the district. There are a variety of ways of complying with the law in these places. In some few cases the factory hours, *i.e.*, 6 a.m. to 6 p.m., are, throughout the year, observed; in others the seven to seven winter permission is taken advantage of; in some, again, leave has been obtained to work throughout the year between the hours of, either seven and seven, or eight and eight, whilst in others the men and elder lads work independently of the Act. In some cases too "young persons" are carefully abjured.

Of these plans the most generally adopted is that of working between the hours of 6 a.m. and 6 p.m., and 7 a.m. and 7 p.m., in summer and winter respectively; and this is the plan also most in favour with the workpeople, as I have ascertained, by in many cases canvassing them individually on the point, when in nearly every instance they have expressed themselves as well satisfied with these hours, and as unwilling to return to those customary before the coming into operation of the Act. In cases, however, and they are many, where the works are in immediate connection with a shop, the opening of the former involving that of the latter, and 6 a.m. being clearly an unreasonable and unprofitable hour for shop opening, permission to work both summer and winter between the hours of seven and seven has usually been obtained, the master, naturally enough, consulting his own convenience before the wishes of those in his employ. The printing offices in this district being, with few exceptions, on a very small scale indeed, and the hours worked having never been excessive, no great change has been brought about nor good effected by their being placed under control.

You may remember, sir, that in reply to an inquiry of mine concerning printers errand boys, you gave it as your opinion that when not typesetters they would not be subject to the pro-

visions of this Act. Finding, as I did, that all boys in printing offices not typesetters are more or less errand lads, and that nearly all printers errand lads are employed more or less in the office, taking off, and so on, I have since taking charge of this district given employers to understand that if at any time or in any way employed in the works their errand boys must be treated as under the Act, and subject in every way to its provisions.

I cannot but think that the sending permissive notices to employers intending to avail themselves of Sec. 6. c. 54. 13 & 14 Vict. is unnecessary ; the liberty thereby accorded appears to be invariably taken advantage of to the full extent, *i.e.*, during the full period of six months.

With letter-press printers may be classed bookbinders, who are affected by the Act in a similar manner, except that being less liable to sudden orders, and their work more regular than the former, the restrictive clauses of the Act are less felt by them. In neither the letter-press printing nor bookbinding trade are half-timers employed. Of the numerous class of works, coming under the head of foundries, machinists, and engineers works, and so on, there is little to be said, from the fact that the hours formerly worked in such places have not been interfered with, except, indeed, in the case of overtime (of rare occurrence in the present depressed state of trade), when men are substituted for boys, with a trifling increase of expense to the employer. In the nail and screw making works a few children are now employed as half-timers.

In the blast furnaces of North-west Lancashire and Cumberland, with the exception that boys can no longer now as formerly be employed on Sundays, no material change has been brought about, and the same may be said of the rolling mills, in which the age of boys employed and their hours of labour remain unaltered.

Of all the works coming under the Extensions Act, there were none required interference more than those of the tobacco manufacturers. In the unwholesome atmosphere of these works, boys and girls of the tenderest years were formerly employed throughout the day, their breakfast time being usually spent on the premises, before leaving which, it was necessary, that, owing to their pilfering propensities, they should be carefully searched. In many manufactories steam-power now does the work formerly required of them, but although its introduction has done away to some extent with their labours, a good number are still employed under the existing regulations, to the no small satisfaction, I think I may say, of the masters, and to the great benefit, both moral and physical, of themselves. The hours of labour in tobacco manufactories are, throughout the year, from 6 a.m. to 6 p.m.

In paper mills, too, interference was much needed in them, women, young, persons, and children being much employed, and night work and overtime, till now, of daily occurrence. In no class of works do I find the law more carefully observed. The



machinery in paper mills was formerly in a shamefully unguarded state; this has now been remedied, and all dangerous machinery securely fenced. Employers have always readily complied with my instructions on this point. A considerable number of children are employed as half-timers in paper works.

Of works coming under the Act by reason of numbers employed, there are but few in this district. Among them are some half dozen bobbin mills, in all of which, with one exception, children are employed. The hours of labour in these works are unaltered.

With reference to the employment of children as half-timers in the new works generally, I find that there were employed during the six months ending the 30th June last 179 boys and girls, as compared with 163 employed in the same works during the preceding six months, showing an increase of 16. That there should be any increase is a gratifying fact, proving, as it does, that prejudice on the part of employers against the half-time system does not exist to the extent it did at the time of the first introduction of the Act.

Of all the provisions of the Act, there is none that has been found by employers more objectionable than that which stipulates that the fees of the certifying surgeons for passing their young hands shall be paid by themselves. That their labour should be interfered with at all was, said they, bad enough, but that, in addition to this, the labour should be taxed, in their being called upon to pay the doctor for services required of him by the Act, unsolicited by themselves, was, in their opinion, a great injustice. But this feeling no longer exists, at least it is never openly expressed. Nevertheless there is no disguising the fact, that, especially in the case of small employers, themselves often working men, the expense must be very severely felt and very hard to meet. Might it not, in cases approved of by the inspector, be permitted, that persons requiring certificates may be examined, and the forms filled in, at the residence of the certifying surgeon, at, of course, reduced fees? This suggestion is specially applicable to small works situated at a distance of sometimes as much as three or four miles from the residence of the surgeon, when by reason of such distance the expense is considerably increased. Any change in this direction would be received as a great boon by the humbler class of employers. In the case of bound apprentices, such as there are in many trades coming under the Act, the certificates of a certifying surgeon are, in the opinion of their employers, superfluous, none being bound until the age of 14, as set forth in their indentures, or if incapacitated by "disease or bodily infirmity" from performing the duties required of them.

The irregularities most frequently met with in the works coming under the Factory Acts Extensions Act are, first, the non-registering of the names, &c. of young persons and children, when first employed; secondly, the neglecting to obtain within the time required by law the certificates of the certifying surgeon. The

former may be attributed to carelessness; with regard to the latter, it is generally pleaded by employers, that seven days is insufficient to prove the competency or otherwise of a new hand, and that the delay is owing to "his or her not being yet regularly engaged." It is, however, mainly due to dislike to the expense involved, while the time of delay may bring fresh hands also requiring certificates, and the necessity of more than one visit from the surgeon thereby avoided. I have reason to believe that the requirements of the Act with regard to the reporting by mill-owners of accidents to persons in their employ are very regularly attended to in this district, and I am not aware that there is any disposition on the part of employers to transgress in this respect. Of 320 accidents reported to me during the six months ending the 30th of September last, there occurred, in works coming under the Factory Acts Extensions Act, 235, of which number there took place in iron-mills and blast-furnaces, 156; in other works dealing with metal, such as foundries, &c., 64; in bobbin mills, 9; in paper mills, 3; and in other works, 3; of those occurring in iron mills and blast furnaces, 148 were contributed by two works (the only works of any size in the district) alone. Very few of these latter were caused by machinery; they consisted chiefly of bruises, sprains, crushed limbs, &c.; not unfrequently of burns; accidents, in short, that no precautions on the part of the employers could have by any possibility prevented. The reporting then of such accidents, and the expense attending their investigation by the certifying surgeon, would appear to be unnecessary. As to a remedy for this, I cannot presume to offer any suggestion, ignorant as I am of the working of the Act in this respect otherwise than in this subdivision. There can be no doubt, however, that by the reporting of accidents being carried less far than at present disadvantage would accrue to no one, and great expense would be saved to the country.

The permission to give the holidays required by law to those entitled to them, individually, instead of collectively, has been received as a great boon by those employers who have availed themselves of it, as has, also, the permission to give the weekly half-holiday on some other day than Saturday in towns where, of all the week, that day is the busiest.

With reference to the class of works coming under the Act by reason of numbers employed, there are few such in this district, and these being mostly works which stand alone (in their neighbourhoods) in the trades which they respectively follow have cheerfully complied with the provisions of the Act. With one class of works, however, namely, bobbin mills, the case is different. In parts of Westmoreland and Cumberland, where water for driving purposes is abundant, there are many of these mills. There are four or five now under the Act; while others, giving employment to less than 50 persons, are exempt, to the great disadvantage, I am told, of the former. Speaking on the subject, some months since, with one of the members of a firm employing more than a hundred hands, he informed me that, during the preceding



12 months, it had cost them between 40*l.* and 50*l.* to successfully compete with their smaller and consequently unrestricted neighbours in the trade; “for,” said he, “whereas we formerly employed only eight children, the same amount of work cannot now be done by fewer than double that number, and we have to pay them full-time wages to prevent them leaving our works for others where their labour will be unrestricted.” I am in hopes that, by the Workshops Act being now in operation in the district, the labour of children and others is now not so entirely unrestricted as it was at the time this was said. And now for a few remarks concerning the Workshops Regulation Act just alluded to. On the receipt of your letter of May the 7th last I at once complied with your instructions, and during the last six months have personally conferred with the local authorities. Their chairman or secretaries, of every town in the district, have explained the Act to them, and urged them to carry it out. In every case, where necessary, the matter has been taken up, and proper persons appointed to see to the proper observance of the law. There is one exception to this, namely, Wigton in Cumberland, the local authorities of which town, their clerk informed me on my second visit to him, “declined to interfere in the matter.” I have recently had no complaints of infringements of the Act from any part of the district; I have, therefore, every reason to believe that the steps taken have been attended with success.

I remain, &c.,

Robt. Baker, Esq.,  
&c.,      &c.

GODFREY T. FAUSSETT.

SUBDIVISION of G. I. L. BLENKINSOPP, Esq., including part of South Staffordshire, Herts, and Berks.

West Bromwich,

SIR,

November 1st, 1869.

I BEG to offer you a few remarks on the working of the Factory Acts and the Workshop Act in my district, which has, since the end of last year, been increased by the addition of the counties of Berks and Herts.

Since I made my last report trade has continued to be, on the whole, bad, though lately it has improved in some respects. Some works have been opened for a short time, and then closed; some that in good times would be factories are now only workshops, and some firms have failed. There are, however, as nearly as I can ascertain, at present in operation:—

In my part of South Staffordshire	-	332	factories.
In Herts	-      -      -	62	”
In Berks	-      -      -	70	”
Total	-	464	

Much of what I say may not be at all new to you ; many similar remarks may have reached you from other quarters. The opinions expressed may not be of universal application even in the "Black Country," but I considered it best to endeavour to communicate to you my experience, so far as it goes, in the district assigned to me.

#### THE WORKSHOP ACT.

In accordance with your instructions, I have forwarded copies of your circular to the chairman and clerk of all the local boards that I have been able to discover, and have myself spoken to members of some of these boards, but I have not yet observed any attempt to enforce the above Act in any part of my district. No inspectors have, as far as I know, been appointed by the local authorities. In Bilston, indeed, the authorities appeared ready to take some steps to enforce the law ; but, after the rejection of the Act by the Birmingham Town Council, they also decided to do nothing. There seems to me several obstacles to the carrying out of the Act by local authorities. In the first place, the jurisdiction of the boards is limited. In the next, unless the several boards in a district agreed on uniformity of action, much discontent would arise. Further ; many members of these boards are themselves the chief offenders, or, if not themselves occupiers of workshops, are most closely bound up with those who are. And in the large parish of Rowley Regis, with an estimated population of 25,000, in which the number of workshops in connexion with the nail and rivet trade is very great, there does not appear to have been any local board till within the last six months. The employment of women and children to "fettle" the bricks after 6 p.m. and on Sunday is still going on unhindered in the smaller brickworks. I have, however, within the last few days, visited some of these workshops, and have left copies of your abstract of the Workshop Act.

At Newby (Berks) in August last, in consequence of several complaints, I entered two workshops (milliners) at night. Into one I had great difficulty in obtaining admission at all, and at the other I found girls at work about 9 p.m. on Saturday, in defiance not only of the Act but also of the terms of apprenticeship.

In the present state of the Workshop Act, it would often, I think, be difficult to prove a case of overwork, unless the workers could be made to swear to the fact. Persons may be employed for  $10\frac{1}{2}$  hours between 5 a.m. and 9 p.m., and if they were found at work, say at 8.30 p.m., the occupier might assert that work had not commenced till 8.30 a.m. Again, while an officer appointed by the local board can enter a workshop at any time within 48 hours after he has received a magistrate's order, an inspector or sub-inspector can only enter *when any person is at work at any handicraft*. Consequently, it appears to me that it would sometimes (take the case of indoor milliners) be very awkward for an inspector or sub-inspector to force his way into a private house, in order to see if overwork was going on.



A few days ago a member of a local board told me, if the matter entailed any expense, his board would certainly not take it up. I inspected a workshop at Rowley Regis in the rivet trade, and examined four boys, aged respectively 17, 14, 10, and 8. These all worked overtime, and none of them could read.

#### FACTORY ACT.—EDUCATION.

We now come to the consideration of a most important point in the application of the Factory Acts to the new districts. A charge still frequently brought against these Acts is that, in an educational point of view, they are an entire failure. It would be well to inquire into the truth of this statement, as well as to notice some of the objections against the Factory Act in general, and the half-time system in particular.

It is objected by some that the Factory Acts, sailed in, as it were, under false colours. That they were put forward as an educational measure ; that some people who resisted their introduction were considered hostile to education ; that as an educational measure many persons, in other respects opposed to their restrictions, consented to support them ; and that as an educational measure they have failed. Further, it is stated that proper provisions for education ought to have been made by government before hundreds of children were turned away from work. I mention these objections, though I daresay you have already heard them from other districts.

Some persons seem to have imagined that the Acts would at once send all children to school ; and, looked at from this point of view, these Acts are at present a failure, and to more moderate expectations it must be confessed that the result is disappointing. But in considering the half-time system it is necessary to divide the works into those in which young persons are allowed to be employed on day and night turns, and those in which they are not. And it is in the large number of the former class of works that my district differs from many others. The difficulty in applying the half-time system to these works is, as I stated in my last report, the fact that night work is restricted to boys over 13 years of age ; consequently none under 13 (to whom alone the school clauses apply) can, as a rule, be employed at all. Further, if, as is sometimes the case, a mill “runs days only,” the heats come out so irregularly that there is no fixed meal hour during which to change the children. And these latter eat so much more when at hard work, and wear out so many clothes, that it pays the parents better to keep them at home altogether than let them work half-time for half-wage. I do not remember any instance of a half-timer at an iron mill

The second class consists of foundries ; factories for the manufacture of almost every kind of article of metal ; for printing, book-binding, and japanning ; brick and tile works, &c. To these, apparently, there would be no difficulty in applying the

half-time system; and that it can be applied is proved by the fact that at one or two factories in Bilston there have been half-timers ever since the Acts were introduced there, and from a factory in West Bromwich 16 or 18 half-timers have attended school regularly during the past twelvemonth. Many reasons may be given which will sufficiently account for the small number of half-timers. As you are already aware, partly owing to the difficulty attending their employment, partly from fear of penalties, in some cases from hostility to the Act itself, masters in general decided to dismiss all affected by the school clauses. There is also the apathy and indifference of the parents, and their extreme unwillingness to dispense with any part of the earnings of their children. They have been, I am afraid, too long accustomed to regard their children as mere money making machines. To take an instance:—A japanner determined to give the half-time system a trial, and took on 12 children, and paid for their schooling (3*d.* a week) himself, deducting nothing from their wages for this purpose. Yet several of the parents came to him, and were indignant that their children did not receive full pay for half time, and caused him so much trouble that after three months he gave up his attempt in disgust. In two other cases managers of works offered to give boys clothes in which to attend school, and the parents would not consent. An objection has been made to employing half-timers in brickyards on the ground that many of the children came a long distance, and that as their work was very dirty they had not time to go home, get a thorough cleaning, have dinner, and go some distance to school in the hour between one and two.

Last, but not least, is the non-enforcement of the Workshop Act. In fact, whether as regards education or the hours of labour, this Workshop Act is always in the way. Where masters have been willing to employ half-timers, the parents have removed their children from the factories to the workshops, in which they were employed full time and over time.

Thus it is evident that children under 12 have generally ceased to be employed in factories in my part of the "Black Country." Nor need this be regretted, provided that when not at work they were attending school. Such, I fear, is not very often the case.

One excuse that is often made is want of means. Now I am well aware that trade has been bad and work scarce, but I cannot learn that when trade was good and pay abundant the children attended school much better than now. One boy engaged in an iron mill, five turns a week at about 1*s.* 3*d.* a turn, excused his non-attendance at Sunday school on the ground that he had no clothes. He had two brothers older than himself at work, and his father is a puddler. The united wages ought to suffice, but on further inquiry I found that the father is a *drunkard*. There are some factories where work is and has been constant; and there are to my knowledge many families whose united earnings are considerable, and yet the younger children are not being educated. At one factory in this district a boy at 13 gets 7*s.* 6*d.* to 8*s.* 6*d.*



per week ; at 15 years, 8s. 9d. ; between 16 and 18 years, in some cases as much as 25s. or 30s. Experienced women in some factories make 16s. or 17s. per week, and are then often married for their earnings. Frequently they continue to work after marriage, and hire a little girl to look after their children. A woman in a brick work told me she was paid (for herself) 1s. 6d. per 1,000 bricks, and had made as many as 13,000 a week ; her average is about 11,000 bricks per week. Her husband receives 1l. per week. Other women pay their own helpers, and then receive 2s. 6d. to 2s. 9d. per 1,000. Frequently these helpers are their own children. So that, in many cases, even where the father is only a collier or labourer, the united earnings reach 3l. a week. On the other hand, the father may sometimes be dead ; also many works have been running short time. Still I have said enough to show that in very many cases poverty is not a sufficient excuse. And even where poverty exists it is frequently owing to the intemperance of the men and the improvidence of the women. Women who have been constantly employed do not make good managers at home. The fact is that there is a lack of any desire on the part of many parents to give their children education. They do not appear to have any idea of its value. Certainly in very few cases would they practise the slightest self-denial in order to obtain it. A manager of an important work in which employment has been constant told me that he knew some of his men who, even if you gave them 6d. a week for the schooling of their children, and paid the children full wage for half-time work, would fail to send their children to school. On the other hand, I have met with one or two favourable instances of a contrary spirit. One working man told me that, though he had to pay more for a boy of 13 than for one of 11 (in most works the men hire the boys), he was willing to do so, so convinced was he of the value of education. Sometimes, instead of indifference, there is hostility to education. I know of one case where the wages of the father and two or three of the family amount to about 3l. 5s. a week, without reckoning the earnings of the mother, who goes about with a cart. The other children are not at school, the mother being of opinion that "learning only brought children to the gallows."

I have examined a great many children and young persons in most of the works as to the state of their education, but I have not done so with sufficient exactness as to be able to give you any per-centage, but this I hope to do in the course of next year. I examined five girls between 14 and 19 in a brickwork the other day ; of these only one could read, and that very little.

Though many of the lads are rough in manner, I have often found a better feeling regarding education on their part than on the part of their parents, and very often there is a desire to be taught. As I go round the works, I urge them to attend to Sunday and night schools, and I have received many promises of attendance during this winter. I have also frequently spoken to parents, and I trust that a better feeling is springing up on the

subject throughout the district. In one or two instances that have come to my knowledge the parent would not let the child work half-time, but has sent him to school altogether till old enough to work. The mere fact that by these Acts education is brought prominently before the notice of the people does some good.

The age of 11 seems too young for children to cease attending schools in silk mills; but at one mill in Herts some of the ladies connected with the firm conduct a night school for the benefit of the girls employed. I think that, on the whole, education is more widely spread in the semi-manufacturing districts of Berks and Herts than in the "Black Country." I examined five boys between the ages of 11 and 15 taken at random in a silk mill in Herts. One could read, write, and do addition of £ s. d.; one could read the Testament fluently; two (just turned 11) could read short words; one read very badly, as his father made him do farm work on Sunday after he had worked all the week in the mill.

I am not sure that the Act can reach the working population so well in the new districts as in the old. Take the case of the straw plait and hat trade. A very great deal of this work is done at home. I know one firm which employs 500 people, and yet has not more than 30 on the premises. Coupling facts like this with the practical exclusion of boys under 13 from iron mills and blast furnaces, it is quite evident that the Factory Acts may possibly have to be supplemented by some further plan for ensuring education, especially in districts like the "Black Country," where the majority do not value instruction at all.

It is not, however, fair to judge till the Workshop Act is in every respect assimilated to the Factory Act; then the hours of labour of both should be made *as early as possible*, in order that those employed all day may have an opportunity of attending night school.

#### ACCIDENTS.

The total number of accidents reported to me between Sept. 12, 1868, and Oct. 30, 1869, is 946; of which 41 terminated fatally, either on the spot or shortly afterwards, though it is quite possible that more deaths than those reported to me occurred some time after the accident. Of deaths, 18 were caused by boiler explosions, 2 resulted from putting the strap on pulleys in motion, 1 was caused by an exposed shaft and spindle in an iron mill, 2 by paper-making machines, 1 by the bursting of a grindstone, which does not appear to have been very sound. A lad fell into the "bosh," and was so severely scalded that he died in hospital; another had his head crushed to pieces in the shears. A man was killed by falling under the stones that grind materials for manufacture of glass, having (I think) to pass too near them while wheeling a barrow; and an old man fell down near the machinery in an iron mill, and was drawn into it. The other cases call for no particular comment. Besides the above



fatal accidents, a great many more resulted in infliction of severe injuries. In an iron mill a boy passed right through some unprotected spindles, and was fearfully mangled, but, strange to say, he recovered; and a girl had her thigh broken through her clothes becoming entangled in some cog wheels. There have been\* 6 boiler explosions. In one case no one was injured; in two others no deaths were reported to me. In addition to the 18 deaths from these explosions, many persons were injured. Of the killed, one was a woman, and of the injured several were females. Of the explosions, three took place in iron mills, two in paper mills, and one in a manufactory of gun furniture. And here I would wish earnestly to call the attention of Government to the faulty condition in which many boilers are worked, and to the neglect in many cases of proper inspection. There is in this neighbourhood a company called "The Midland Steam Boiler Inspection and Assurance Company." It is carried on, I believe, on mutual principles, and I understand that the directors are very particular in examining all boilers insured in their company. None of the above boilers were insured in this company. In the case of one of the explosions at a paper mill, the boiler burst at the seating where it rested on the brickwork. It was not insured, and had not been officially inspected for three or four years, and, as far as I can ascertain, was much corroded.

In another case at an iron mill the boiler that burst had been so often repaired as to have become very weak, and quite unfit to bear its original pressure. This boiler was insured in a Manchester company. Six months or so before the accident (?) the firm was warned on high scientific authority to reduce the pressure from 50lb. to 30lb.† In fact people continue to work boilers which are manifestly unsafe, and it is often only by a great stretch of language that these explosions can be termed accidents.

I am glad to say that many dangerous places and much machinery has been securely fenced, though more might yet be done. A manager told me one day that some fencing appeared quite impossible, until the law compelled him to do it. It is surprising that more accidents do not happen in nut and screw works, for many of the women still wear crinolines.

There are some accidents which it seems quite superfluous to report, but it is often difficult to know where to draw the line.

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\* NOTE.—Since writing the above, another boiler has exploded, killing eight people and injuring seven more. This makes a total of 26 deaths from boiler explosions in 14½ months.

† I attended the inquest held on one of the persons killed, when it was stated that more than two years ago a long patch had been put in the boiler, and four or five new plates had been put in during the last two years, and that on the very day of the explosion a good many new rivets had been put into old plates. I enclose a copy of the report read at the inquest by Mr. Marten, the engineer instructed by the coroner to examine the boiler after the explosion.

Some accidents, not caused by machinery, are clearly the result of neglect. In the large work a hole was left in the ground, and no light put near it. As a man engaged on the night turn was passing he fell into it and broke his leg. A boy fell into a hole in an iron mill and broke three ribs.

#### SANITARY CONDITIONS.

In many of my works, *e.g.*, iron mills and blast furnaces, the evils of close confinement and bad ventilation do not exist; and few young persons seem to be employed in ordinary brass foundries, though there are a good many in two factories for the manufacture of Muntz's patent metal.

The heat in some processes of the manufacture of glass is tremendous, but the hours of labour are short. Some little improvement has been effected in dry grinding of metal, but in many places there is still a great deal of dust in the air. I think it is in some cases a pity that limewashing is not compulsory, and I wonder that occupiers do not of their own accord more frequently adopt this plan, on account of the greater amount of light, to say nothing of cleanliness, they would obtain. I have frequently heard complaints in Reading that Huntley and Palmer's Biscuit Factory is not under the Act. It is reported that boys have been employed there for 20 hours at a stretch, and have been carried out in a fainting condition, owing to the heat. I cannot vouch for the truth of these statements, and I should think that Messrs. Palmer treat their workpeople with consideration.

In paper mills great numbers of women and girls are employed in cutting and sorting rags. What ventilation there is does not seem very successful, and the air is loaded with floating particles of dirt. I do not know whether the rags are subjected to any fumigating process previous to being cut up, but at any rate they are very filthy, and breathing such an atmosphere cannot be conducive to health. The same class of workers are at one mill employed in colouring paper, in which process arsenic and sugar of lead are largely used. On inquiry, I found that some persons are injuriously affected by the poison; but, as far as I could ascertain, care is taken by the managers to remove any women or young persons who do not seem able to stand the work.

#### *The Act in general.*

The Act in general continues to be well received, and I must again bear testimony to the assistance rendered me by many masters and managers, so that it has not yet been necessary to prosecute any of the more important firms.

In some foundries women and girls are still employed. They work with the men, and lift the castings like the men. Altogether it is a very degrading employment. Some masters say they regret and disapprove of the practice, but they cannot stop it, unless all do so. Many women will do as much work in a day as a lad of 17 or 18, and for half the money.



In the case of some blast furnaces the Act has, so far, done harm. One clause allows women to be employed till 1870 as they were previously to the passing of the Act. The result is that women work on Sundays instead of boys, and more also are employed at night. In other factories night work has ceased, though in August last it was necessary to prosecute the occupier of a paper mill for employing women and girls at night, and for keeping boys at work for 24 hours at a time. As far as I can learn, in all factories where women have worked at night immorality has been the result; consequently the Act is in this respect heartily welcomed by the respectable inhabitants.

One firm objected to the Saturday half holiday, on the ground that it gave the men more time for drinking on that day, and that it was impossible to get them to work on the Monday. I do not think there is any ground for this objection; and others, of whom I inquired, stated that the majority would be ashamed to go to the public house at one or two o'clock, and that there would be more chance of the wives getting hold of the money, if the men were paid at one o'clock than if they were paid at five or six.

In the case of factories not working day and night turns, I am convinced that the majority of workers greatly prefer the early hours, *i.e.*, between six and six, to any others, with the exception of those employed in the straw hat trade, and perhaps some few printers. The "young ladies" who make straw hats are generally of a superior class, and have never been accustomed to early hours; but the masters speak favourably of the benefit of regular hours of employment. Formerly they had often to keep the factory open and the gas burning till ten or eleven at night, to suit the convenience of their workers who had been amusing themselves during the day.

I have endeavoured to ascertain in what way iron mills are affected by factory legislation, for the manufacture of iron is such an important part of the national industry, and has lately been in a depressed state.

Some managers of iron mills assert that there are not a sufficient number of boys over thirteen to do the trade of the district, and that, even if the boys were forthcoming, masters cannot afford to pay them, for boys of 13 expect higher wages than those of 11 or 12. Trade has been so bad (some mills having worked two or three days only per week during the whole of the year), that both men and boys are going to other districts or into other employment; and the Factory Act, by practically restricting employers to boys of 13, immensely increases the difficulty of obtaining the necessary labour. They say that a boy ought to begin before 13 if he is to stand the heat; that big boys are frightened, and often will not stick to the work of an iron mill, and that boys of 13 are too old to begin to learn their work. Boys ought to commence when quite young at light work, such as drawing out rods and hoops; then they have plenty of time between the heats during which they run about the mill, and

learn a great deal by observation. As they grow older they try their hand at harder work, even at puddling, and so they advance. Whereas, if they are totally unaccustomed to an iron mill till they are 13, many will never learn at all, and others will be learning when they ought to be able to do something, and will at the same time expect good pay. Formerly masters could send down into Shropshire, Derbyshire, &c., and hire strong boys, and apprentice them, and this is no longer possible. When the wages of puddlers fell, the men were not able at the same time to reduce the pay of their underhands, who receive much about the same now when iron is 7*s.* 6*d.* a ton as they did when it was 10*s.* The equilibrium between men and underhands has never been restored, and the Factory Act tends to force up the wages of the underhands by limiting the number of boys new learning.

Such are some of the ideas expressed at some of the iron works, and if there is any truth in them it does not appear that the state of profit in the iron trade is such as to allow of the age at which boys may be permitted to work at night being raised from 13 to 14, as has been proposed.

Many assert that the present (and still more the rising) race of workers in iron mills is much inferior in size and stamina to former generations. Few allow that this is owing to the heat and too early work, but lay the blame on excessive drinking.

I am afraid that in some paper mills the proper time is not allowed for meals. The law does not compel all young persons to have their meals at the same time, nor does it prevent their remaining in a room where a manufacturing process is going on. In iron mills there is always sufficient time between the heats in which to have meals, but in some paper mills boys seem to have to snatch their meals by mouthfuls while attending to the cutting machines.

I must now conclude this report, which is, I fear, already too long.

I enclose a list of workshops inspected by me, and remain,

Your obedient servant,

Robert Baker, Esq.,

G. ILBERTON LEATON BLENKINSOPP.

Her Majesty's

Inspector of Factories.

SUBDIVISION of W. H. JOHNSTON, Esq., South Birmingham.

REPORT of the general working and merits of Factory Acts and Workshop Act, 1867.

SIR,

In reporting to you my experience of the working of the Factory Act Extension Act and Workshop Acts in South Birmingham, I must premise that I have had but a short time to judge of the effects of the latter; still, having at your desire endeavoured latterly to repair in some degree the neglect of the



local authority, and aided by my experience of the Factory Acts, I am enabled to form some idea how it would work in practice.

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### THE WORKSHOPS ACT.

*It permits females and young persons to be employed to a later hour.*

*Milliners excepted.*

On proceeding to enforce the law, the first fact that presents itself is that it permits females and young persons, &c. to be employed to much later hours than are customary here ; 8 a.m. to 7 p.m. may be taken as the usual duration of labour (with  $1\frac{1}{2}$  hours off for meals), with occasional overwork to 7.30 or 8 p.m. With the exception of milliners, few have been in the habit of working after 9. Here, the law, instead of promoting earlier hours, indirectly by its sanction encourages later.

*Irregularity of attendance.*

I often ask a workshop occupier, "What time do the females come to work ? ; " Oh, they come whenever they like ; some at 8, " others at half-past, some not till 10 ; you see they're on piece " work, and so they just do as they've a mind." And when do " they leave ? ; Oh we're never particular to a minute ; they just " do as they like."

*Irregularity disadvantageous to adult and married females.*

This irregularity is bad for all parties ; for the adult and married females, because they rise late and waste their time, and consequently have to work such late hours that they have no time to attend to their domestic duties in the evenings, much less to mental improvement, and also because under irregular hours they make less time and earn less wages per week than under fixed hours, although in the latter case their hours are apparently curtailed ; that is, they will earn more working from 8 or 9 a.m. to 7 p.m. regularly than between 5 a.m. and 9 p.m., doing "as they've a mind."

*Prevents young persons from attending the night schools.*

It is very bad for young persons, because they are detained too long at work to be able to attend the night schools, their only chance of education, which all open at 7.30.

*Regular hours best for the employer.*

Regular hours are best for the employer also ; less gas and steam are wasted, and a little wholesome discipline and strictness in this respect and other small matters are most beneficial. Laxity, on the contrary, engenders a general want of obedience ; and employers, who, from a mistaken kindness or weakness, allow their hands to do as they like, find to their cost that when some crisis arises they have not sufficient influence to carry out any measure that opposes itself to the prejudices and acquired habits of the workers.

*Value of Factory Act Extension Act in enforcing order.*

The restrictions of the Factory Acts Extension Act have been of material service to many employers in enforcing regularity and order.

*Question whether it will be possible to restrict the work to  $10\frac{1}{2}$  hours.*

*Thinks the Workshop Inspector will have difficulty in controlling the hours.*

*Difficult to restrict the children to  $6\frac{1}{2}$  hours.*

It is a serious question whether, with the latitude of hours allowed by the Workshop Act, it will be possible to restrict the work to  $10\frac{1}{2}$  hours so completely as to prevent a moderate amount of overwork to be made, provided gross infractions of the law are avoided, and such direct ones as can be easily detected, as, for instance, employing persons after 9 p.m., &c. I think, judging from the difficulty I have experienced in extracting from a witness before the magistrates an admission of 20 minutes overwork which was witnessed by my own eyes, that the Workshop Inspectors will have an arduous task to control the hours; and if this be not thoroughly done there will be dissatisfaction on the part of factory owners, as at present. It will be still more difficult to restrict children to  $6\frac{1}{2}$  hours, or to prove excess, going, as they may do, to work at any hour, and returning to work (after attending school, say from 2 to 4 p.m.) in the afternoon for an hour-and-a-half or two hours.

*Necessary remedy.*

It is therefore absolutely necessary either to have the hours of work fixed by law, or to require employers to post up the hours they may choose to adopt, and to adhere to them.

*Defects; Workshop Act, 1867.*

## General defects in Workshop Act, 1867.

Section 6.—(2) A child may be employed both in the forenoon and afternoon.

(3) The hours of labour permitted are too indefinite; young persons may be employed after 7 p.m., which will prevent their going to night schools.

(4) Young persons may in some cases be employed on Sunday under this section.

Section 8.—Gives power to order a fan to be provided, but no power to enter a workroom where men only are employed, in which case this section will be of no avail.

Section 9.—Inspectors of workshops should have the right of entry and examination of workers without a magistrate's order. The fencing of machinery should be enforced.

Section 14.—Children should be obliged to attend school every day.

Section 16.—This is not sufficiently stringent, for if a child come to work (say) on Monday the occupier would not be obliged to give a certificate of school attendance until the third Monday after



first employment, for on the second Monday he would only have been employed 11 days.

Again—The employer cannot be required to perform impossibilities. If the child has not attended school he cannot obtain a certificate of school attendance, and he is not forbidden, as under the Factory Act, to continue to employ such child in consequence. Hence there is no penalty on the occupier under this section.

The occupier should be bound to produce the school certificate to Workshop Inspector.

*Register of children necessary.*

*Power should be given to enter workshops where adult males are employed, to enforce ventilation.*

A register of young persons and children should be kept, and power given to enter workrooms where adult males are employed, in order to enforce ventilation, cleanliness, and fencing machinery.

*Working of Factory Act Extension Act most satisfactory.*

Of the working of the Factory Act Extension Act I can say that it is most satisfactory and beneficial, and generally approved of both by employers and employed. There are, of course, a few drawbacks and causes of complaint, some of which have been removed by modifications granted by the Secretary of State, others remain, but may, I hope, be partially or wholly obviated in the future.

*Drawbacks.*

There are, for instance, what are called season trades, such as patent jet, electro-plate, and wire working, and others, in which the fashion changes, and they dare not accumulate stock which might be unsaleable. Females, &c. have been in the habit of making moderate overtime to compensate for slackness at other times of the year, but are now prevented from doing so, though they may desire it themselves, which, perhaps, in the case of adult females, is to be regretted. It would, however, be so difficult to define what industries should come under this head that I fear it is hopeless to think of any concessions.

*Difficulty in ascertaining the ages of young persons and children.*

The chief cause of complaint, however, and difficulty, has been the mode of ascertaining the ages of young persons and children. In large factories the surgical certificate system in use is convenient, but by no means a certain mode, unless frequent recourse is had to certificates of birth, in which case the consideration forcibly occurs whether they might not be adopted exclusively, taking certain precautions against personation of older children. Supposing, however, this not to be considered feasible, if the age at which surgical certificates are required could be safely lowered to 15 it would tend in some degree to relieve the manufacturers from the pressure. The examination and re-examination of different works of the constantly shifting mass of young persons constitutes, especially where the young persons are evidently over

14 or 15 years, a great waste of the certifying surgeon's time and employers' money, and, as I observed to you in my last yearly report, is no inconsiderable tax on poor struggling firms who pay the lowest rate of wages, and consequently have most changes.

In the smallest class of factories, as at present defined by law, it is simply impossible to carry out this system, as they could not afford to pay the fees at present charged, or comply with other requirements, such as hanging notices on moveable boards.

*Observations on employments and causes which are pernicious to health or dangerous to life or limb.*

*Self-acting machinery desirable.*

As regards employment, and causes which are dangerous to life and limb, or pernicious to the health, I beg to append some observations, and a table of the accidents reported from May 1868 to Nov. 1869; from this it would appear that stamps and presses are among the most fruitful sources of severe accidents, and I fear there are no means of avoiding them. Circular saws figure largely, and cause accidents which permanently incapacitate more or less from work. I regret that it is not more usual, especially among wealthy firms, to provide a compensation fund for the sufferers, if they must be employed in work which the greatest caution cannot render free from danger; self-acting machinery should, if possible, be adopted.

*Waste of the certifying surgeon's time.*

A great waste of the certifying surgeon's time and public money is caused by the reporting of trivial accidents. I have bestowed a great deal of attention on fencing cog wheels and other dangerous machinery, but there still remain many things which escape observation, or which cannot be fenced. What has been done, however, must have the effect of greatly lessening accidents.

*Dust.*

*Mr. G. B. Price's fan.*

No effectual means have at present been devised for carrying off the dust created by polishing fire-irons and other articles of iron. Mr. G.B. Price, of Lichfield Street, took some trouble to perfect a fan for carrying off the lime dust which is used in polishing brass articles, but it caused such vibration as to be unbearable, and was only partially successful.

*Remedies against dust.*

*Effect.*

*Milk an antidote.*

Where dust is caused by beating out brass vessels with steam hammers, a respirator has been tried, but the men could not use it, and find it best to wear a handkerchief tied loosely over the mouth and nose. This dust seems to effect the stomach in a similar manner to the fumes from molten brass, which are very



injurious, although care is taken in all casting shops to have ample ventilation ; milk is taken in quantities as an antidote.

*Putty.*

*Gas stoves.*

*Arsenical greens.*

*Legislation required.*

The “putty,” a preparation of lead, used by glass cutters to give a fine polish, causes painters’ colic ; gas stoves, used by bookbinders to heat their irons, burn the air, and produce a noxious atmosphere, in small rooms ; they should if possible have a pipe to carry off the hot air ; this I hope to get done, and by proper ventilation completely to alter the condition of the rooms. In colouring paper with arsenical greens, the only precaution practicable is to arrange that the workers shall take it in turn, so as not to continue long at it. It should be prohibited by law to colour any article with arsenical green, especially room paper, as being injurious to those who make and those who use them. If the attention of scientific men could be directed to these facts, some remedies might possibly be found, and would confer lasting benefit on the workers.

*Errand boys.*

*Gun makers errand boys.*

*Milliners apprentices.*

Although some latitude of hours is necessary in the case of errand boys, I do not see why they should be entirely exempted from limitations of age and hours of work, especially as gun-makers errand boys are really engaged in labour incidental to the manufacture, but escape the Factory Act Extension Act, as it is not performed “in any factory.” (See definition of employment, 7 and 8 Vict. c. 15. s. lxxiii.) The wording of the Workshop Act, 1867, may be construed so as to affect them, since they are employed in manual labour incidental to the making of any article in “any place whatever,” namely, the street (30 and 31 Vict. cap. 146. s. 4). This would prohibit milliners from sending their apprentices out with work after 9 p.m., which is very desirable.

*Oversight in the Factory Act Extension Act.*

*Schooling clauses.*

Section 23 of Factory Act Extension Act, 1867, apparently by an oversight, prevents male young persons whose hours of labour have not exceeded eight from working on Saturday after 2 p.m. ; whereas it is permitted by the Workshop Act. Very small results have been, as you are aware, attained by the schooling clauses ; I believe owing to the unsuitability of children under 12 for most of the industries of Birmingham. When the age is raised to 13, next July, I believe there will be a large increase of half-timers, because they begin to be useful at 12.

I remain, &c.

W. H. JOHNSTON.

R. Baker, Esq.

H. M. Inspector of Factories.

SUBDIVISION of W. D. CRAMP, Esq., North of Ireland.

## II. *The Factory Acts Extension Act, 1867.*

*Successfully carried out.*

During the past half year this Act has been strictly and successfully carried out in my subdivision. Unfortunately the general depression of trade affects, with only few exceptions, all the miscellaneous industries included in the operation of this law. On the whole the Act is found to work very well, and is generally approved by both employers and employed.

*Complaints against it.*

The three principal complaints urged against it (and these it will be observed are all from a master's point of view) will be best illustrated by three examples:—

(1.) Messrs. Marcus Ward & Co., bookbinders, printers, engravers, stationers, &c., employ a large number of hands in the various trades carried on in their Ulster works. They complain that “our people live at such a distance that the early hours are a great hardship,” and ask for permission “to work between 7.30 a.m. and 7.30 p.m., as formerly, and as enjoyed by our trade in London and elsewhere.” They have been working between 6 and 6 all the summer, and the hands have expressed themselves very pleased with and much benefited by those hours. During the winter months it would undoubtedly be much better for the workpeople to come in at 8 a.m., having had breakfast, have an hour for dinner, and leave at 7. But this would shorten the hours to 56 a week; and the employers, who want to commence at 8 a.m. and keep on to 7.30 p.m., less an hour for dinner, are not willing to sacrifice so much. I am of opinion that they would not lose anything by it.

(2.) Messrs. Harland & Wolff, the enterprising shipbuilders of Belfast, (whose works certainly form an exception to the general depression of trade, and who have recently launched an iron screw steamer 412 feet in length and 3,000 tons burthen, and have several others equally large on the stocks,) urge that as during the winter they can only employ their 1,200 hands from 7 a.m. to 5.30 p.m., or 9 hours a day, they ought to be allowed to work on Saturday all the year round up to 3 p.m. to make up for lost time. This of course is illegal, as in summer they would then be making 61 hours per week; but I think it a real grievance, inasmuch as they pay the same wages for a day's work during the short days of winter as they do in summer. Of course the men and boys are glad to have the hour's less work per week, and I hope they will make up the loss to their employers by redoubled energy and exertion.

*Short Meal-hours.*

(3.) Last month I received the following letter from the manager of a large newspaper and jobbing printing office:—



“ Dear Sir,

“ The Press Office, Belfast.

“ Would you kindly inform me if during the winter months I may work my hands from 6.30 a.m. to 6 p.m., to enable them to have an hour to each meal, without infringing on the Factory Act? If such can be done it would confer a great boon, as the majority of my hands reside at such a distance that they cannot go home for their meals without great inconvenience. If the above cannot be done, will you kindly inform me if I may work all over 16 years of age the hours above mentioned? Please excuse this trouble, and believe me to be,

“ Yours sincerely,

“ ROBERT G. SLOAN.”

He decided to work from 6 a.m. to 6.30 p.m., less 2 hours for meals, and to let the boys under 16 away at 6 p.m. In many of the large foundries and machine works in Belfast 45 minutes are allowed for breakfast on Saturday mornings, and the men work until 2.15 p.m., taking care that the boys go away at 2. “ Short meal hours ” is a grievance that all the letter-press printers complain of very much; and in several instances the employers have been obliged to give with the best grace they could, permission for an hour to be taken to each meal, and have lost half an hour a day by each worker. In large towns like Belfast, where artisans live in the suburbs, a mile or two from their work, it must be confessed that 45 minutes is too short a time to go home, enjoy a meal, and walk back again. And I think it would be an unmixed good, especially in a sedentary employment like that of printing, if an hour for each meal were conceded, and the hours of labour reduced to 10 per diem.

*Factory Acts Extension Act in the North of Ireland.*

*Satisfaction of Employés with the 6 to 6 hours.*

The Factory Acts Extension Act has worked quite a revolution in the North of Ireland with regard to the hours of labour. When first enforced, the complaints were loud and general against commencing work at 6 a.m., but now that the workers have experienced the benefit of leaving off work at 6 p.m., they rejoice in the change, and are jealous of any encroachment on it. In more than one establishment in Belfast, when the employers proposed, six weeks ago, to alter the hours of labour from between 6 and 6 to between 7 and 7, he was met by a petition from the employés unanimously asking him to continue the 6 to 6 hours all the year round. In 1868 I had 72 applications for notices of work between 7 and 7 during the winter; this year I have had only half that number. In May last I made careful inquiry of the workers in 65 places coming under the Extension Act as to whether they were satisfied or dissatisfied with the 6 to 6 hours, and with one exception they were all well pleased with them, and fully appreciated the early closing. The exception was in a small glass manufactory, in which before the passing of the Act the hours were from 6 a.m. to 10 p.m. on Thursday and

Friday and no work on Saturday, and the boys were rather disposed to regret the change of 2 long days for 3 short ones. It is but right, however, to add, that notwithstanding the (all but) unanimous opinion of the operatives being in favour of 6 to 6 during the summer, many of the employers would much prefer 7 to 7 or 8 to 8.

*One employer prosecuted for working boys overtime.*

I have been obliged to prosecute one employer under this Act during the half year, for employing boys overtime in a rope manufactory.

*Difficulty in preventing overcrowding in Factories.*

*Insufficiency of Air.*

*Want of cleanliness in tobacco factories, &c.*

Par. 10, Per. Mod., Factory Act Extension Act, 1867, enacts that "no factory shall be so overcrowded as to be prejudicial to health," and directs this section to be construed as part of the fourth and fifth sections of the Factory Acts Extension Act, 1864. This enactment is of vital importance, and has proved a difficult one to carry out satisfactorily, owing to the want of a recognised legal standard to regulate space and ventilation. True, your letter of December last laid down the following rules:—"The minimum quantity of air necessary for health in factories is 3,000 feet per hour; of cubic space of air for each person, there should not be less than 500 cubic feet (the army standard for barracks is 600); the 500 or 600 feet must be changed at least twice every hour"; but when I came to make inquiry and to take measurements, I found that to insist upon even the low standard of 500 cubic feet to each person would be to require expensive alterations in almost every factory coming under the Extension Act. The average space to each worker in all the premises constituting factories under this Act I believe to be about 300 cubic feet, and in those factories in which women are employed at needlework, machine sewing, bookbinding, &c., it is very much less. Measurement of the workrooms of four of the largest and best factories gave the following results:—fancy box makers, 296 cubic feet to each; embroidery workers, 270 cubic feet; bookbinders, 220 cubic feet; and in one of the finest shirt factories of Londonderry, in a room containing 16,800 cubic feet of space, 40 women were employed at time of visit, giving 420 cubic feet to each; but there were machines for 70 in the room, and in busy times 70 females are employed in it, or only 240 cubic feet to each. These factories were not thought by the employers or workpeople to be at all crowded. Any attempt to enforce an exact number of cubic feet for each person in factories of this class would I think as a rule prove a failure. I have therefore contented myself with pointing out to the employers the law on the subject, and always insisting on due cleanliness and ventilation. In some of the worst cases, in which there could be no doubt that the workrooms were overcrowded, as in the above-mentioned



bookbinders, I have persuaded the employer to make alterations and improvements. In tobacco manufactories and letter-press printing offices, with few exceptions, I have always to make complaint of want of cleanliness; and having given repeated warnings as to the necessity of limewashing, painting, and better ventilation, I shall hereafter apply to you for powers to prosecute cases of infringement of these important sanitary measures.

*Educational clauses of Factory Acts inoperative in factories under Factory Acts Extension Act.*

The educational clauses of the Factory Acts are, I regret to say, inoperative in those factories which come under the Extension Act. There exists a powerful prejudice against the employment of two sets of hands in one day, and against the supposed trouble of keeping children's registers and obtaining school certificates. I hope that after July next, when young persons will have to be 13 before they can work full time, or sooner, if trade revives, some of the employers will be obliged to employ children, and practically prove that their prejudice is unfounded.

There is no doubt that the introduction of the Act into the north of Ireland, where perhaps it was not so much needed as in other parts of the United Kingdom, has been a success, and productive of good results. Any alteration in the system of working which it has effected has been an improvement; and it is to be regretted that many so called "workshops" are not included in its provisions.

*Permissions granted by Secretary of State.*

Permission to work between 7 and 7 on the first five days of the week, and 7 and 3 on Saturday, has been granted by the Secretary of State to the proprietors of several factories under the Extension Act. It is my duty to report that this permission has given considerable dissatisfaction to the workers. The Saturday afternoon holiday is appreciated by all classes of workers, and they earnestly object to any encroachment on it. I annex a copy of a letter on the subject, as a sample of the complaints which have reached me; and I respectfully submit that it would be well in future not to interfere, unless under very exceptional circumstances, with the 2 o'clock closing on Saturday.

"Victoria Street Printing Office, Belfast.

"SIR,

October 7th, 1869.

"WE were much surprised to see posted up in the printing office to day a form authorizing the hours of work on Saturday to be from 7 a.m. till 3 p.m. We were never consulted on the matter, nor are we agreeable to it, as we would much rather leave off at 2 o'clock on Saturday, and it is of no benefit whatever to the employer in any one way, unless the saving of one hour's gas in the morning, if that is considered. Trusting that the Factory Act will be carried out in this office as in other Printing Offices.

"We remain, &c.,

"THE BOYS EMPLOYED."

*Bookbinders workwomen.**Recommends a repeal of this modification.*

Section 14, per Mod. permits, under certain provisions, the employment of women and young persons in bookbinding for 14 hours a day. My firm belief is that it is a serious blemish in the Act to allow anything so exceptional to any one trade. I have been repeatedly asked for an explanation of the fact that bookbinders in an extensive way of business are allowed to work women from 6 a.m. to 8 p.m., while other trades can only work 6 to 6; and when explained it still leaves a suspicion of unfairness. I strongly recommend a repeal of this modification. It may be necessary in places where monthly magazines are bound, but there is no reason for it in ordinary bookbinding offices.

*Exceptions.*

With regard to the modifications generally, I am inclined to think that after July next (when several of the temporary ones will cease) there will not exist any great necessity for more than two of them to be granted in future. The two exceptions I refer to are, permission to work between 7 and 7 in those factories mentioned in the Inspector's memorandum of the 20th May last, and the substitution of another day for the Saturday half-holiday. The permission to work between 7 and 7 I would only grant to those establishments in which the hands commence at 8 a.m., having had breakfast, have an hour for dinner, and as a rule leave off at 6 p.m., as *e.g.* in the sewing factories of Londonderry and Belfast. The proprietors of such establishments are fully entitled to a margin of an hour up to 7 p.m., for extra pressure, finishing orders, &c.

*Wishes for a Nine Hour Bill.*

In order to introduce the Act into working gradually, the numerous modifications in the schedule were necessary at first. I conceive their purpose has been answered, and that it would be well to place all factories upon the same footing as the old textile works. Wherever the 6 p.m. closing has been tried it has given great satisfaction, and the opportunity it affords of healthy recreation and instruction is highly prized. If it is objected that the workers in some of the "new" works are of a superior class to mill workers, and that it is a hardship for them to commence work at 6 a.m., I reply, let their advantages and higher position be exhibited in shorter hours of work. Some of the shirt manufacturers of Londonderry acknowledge that their hands do as much work and earn as high wages in the summer, when working between 8 a.m. and 6 p.m., as they do in the winter when working between 8 a.m. and 7 p.m. In many instances it has been practically proved to me that up to a certain point, say 8 or 9 hours a day, the reduction of hours of labour is advantageous to all concerned. I hope some day to see a 9 Hours Bill passed.



*Difficulty in detecting cases of over-work.**Suspicion of negligence on the part of the Sub-Inspector.*

The modifications of the Factory Act Extension Act, 1867, and variable hours of other Acts, add much to the difficulty of detecting cases of over-work. But this is a minor objection, when compared to the suspicion of partial dealing or negligence of duty which these variable hours throw upon the factory staff. People whose experience of factory law is based upon the Acts regulating textile works are surprised to see work being carried on in the new factories until 7 or 8 p.m., and at once conclude, either that the Sub-inspector overlooks a breach of the law, or takes no trouble in detecting it. The Factory Acts having worked so well for so many years, I am surprised that there should be any hesitation in placing all manufacturing establishments under precisely the same regulations. I annex a table of the variable hours of labour which occur in places already under legislative control in Belfast and neighbourhood.

	May work between	
	(First five days of week.)	(Saturday.)
	6 a.m. and 6 p.m.	6 a.m. and 2 p.m.
Flax spinning mills driven by steam -	7 " 7 "	
Ditto or, in winter -	6 " 7 "	
Ditto driven by water power when making up lost time -	6 " 6 "	6 " 2 30 "
Warehouses, lapping rooms &c. -	7 " 7 "	
Ditto or, if the proprietor elects -	8 " 8 "	
Ditto or, - - - - -	6 " 10 "	
Print works - - - - -	6 " 6 "	6 " 2 30 "
Bleach and dye works (indoor) -	6 " 8 "	6 " 4 30 "
Ditto when making up lost time -	6 " 8 "	
Bleach greens (open air) -	6 " 6 "	
Factories under the Factory Act Extension Act, 1867 -	7 " 7 "	7 " 3 "
Ditto or by permission - - -	8 " 8 "	8 " 4 "
Ditto or - - - - -	5 " 9 "	6 " 2 "
Workshops under Workshop Regulation Act, 1867 - - -	—	7 " 3 "
Ditto or by permission - - -	—	8 " 4 "
Ditto or - - - - -	6 " 8 "	
Bookbinders, under Factory Act Extension Act, 1867 - - -	7 " 9 "	
Ditto or by permission - - -	8 " 10 "	
Ditto or - - - - -		

III. *The Workshop Regulation Act, 1867.**Workshop Regulation Act inoperative in the north of Ireland.**Measures taken to enforce it.*

The Workshop Regulation Act remains, I regret to say, if not a dead letter, at least an inoperative one in the north of Ireland. The following memorandum from my note book will show that no exertion has been wanting on my part to urge upon the proper local authorities the duty, necessity, and importance of enforcing the provisions of this beneficial enactment. I only give the details for two places, as the measures adopted by me have been the same in all towns and unions, and the results nearly identical.

*Belfast.*—June 20th, 1868. Copy of Act given to town clerk, explanation offered, and assistance promised. The clerk laid it before the mayor and council, who were indisposed to incur any expense or take any active steps in the matter, unless a bad case came before them. May 27th, 1869. Long explanatory letter and abstract of Act sent to mayor and council. Town clerk promised to bring the matter under their consideration. May 31st. Called on several town councillors, to ask them to introduce and support the subject at meeting of council to morrow. June 1st. Prepared summary of powers and jurisdiction of local authorities, and of the application of the Act in Belfast, for the chamber of commerce. June 11th. Mr. Baker's circular and abstract of Act sent to mayor. June 12th. Attended meeting of the law committee of the town council, explained Act, suggested mode of working, when it was resolved to print 1,000 of the abstracts and distribute them, and to appoint the sanitary inspector (Mr. Norwood) as Inspector of Workshops. August and September. Several interviews with Mr. Norwood; nothing done, except circulating copies of the Act; offered to accompany Mr. Norwood during two or three days visitation of workshops. October 18th. Wrote to him asking for a report of what has been done, and recommending a more vigorous enforcement of the Act. October 20th. He informs me that acting under the directions of the town solicitor he intends only to visit those premises of which complaints of infringement are made.

*Women employed from 9 a.m. to 11 p.m. and 12 p.m.*

*Cookstown.*—June 1st. Explanatory letter and abstract of Act sent to town commissioners. June 11th. Mr. Baker's letter and abstract of Act sent to chairman. June 24th. Clerk of commissioners informs me that he is not aware of any workshop in Cookstown. June 25th. Wrote to him, pointing out premises constituting "workshops" in which milliners, dress-makers, tailors, shoemakers, saddlers, hand-loom weavers, brick-makers, needle-makers, nailers, smiths, coopers, carpenters, &c., are employed. August 11th. Interview with chairman and clerk; visited workshops in company with the former; ascertained that in the largest and best regulated millinery establishment females are employed on Saturday from 9 a.m. to 11 p.m., and 11 p.m. and sometimes equally late on other evenings. Chairman promises to bring forward the subject at next meeting, and do his best to have the Act carried out. October 18th. Wrote to clerk for report. October 25th. Clerk informs me that "no steps have been taken." November 4th. Interview with chairman; he is opposed at the board by all the other commissioners; who are themselves occupiers of workshops.

*Drew the attention of local authorities to the matter.*

*Replies from local authorities.*

*Unsatisfactory.*

At various times last year I drew the attention of the local authorities in the large towns to the matter. In May of the



present year I again sent abstracts of the Act, and long explanatory letters, to 13 towns, and in June I sent your circular letter and abstracts of the Act to the mayors of Belfast and Derry, to 37 chairmen of town commissioners, and to 20 chairmen of boards of guardians. Considerable correspondence ensued. In August and September I had interviews with the chairman, members or clerk of nearly every public body that I had addressed ; urged them to reconsider their adverse decision ; explained the Act, and pointed out the local places in which it was desirable that the law should be enforced. In many of the towns that my ordinary tours of factory inspection led me to, I visited some of the workshops, in company with an influential member of the governing body, in order to show him the application of the Act, and the necessity for its adoption, and to persuade him to press the matter to a practical issue at the next meeting of his colleagues. Having thus put the matter into motion in all the places in my subdivision, and been cheered by promises of support from individual members of each corporation, I hoped that the Act was in a fair way of general adoption. On the 18th of last month I addressed letters to the clerks of town commissioners of 24 towns and clerks of boards of guardians of five unions, asking them to kindly report to me the decision of their respective boards, and a brief account of the steps taken to carry the Act into effect. I have received replies from all but three, and all more or less unsatisfactory, of which the following are specimens:—"Inquiries made, and do not consider there is any infringement of Act;" "Disinclined to take any action;" "No occasion for appointing Inspector;" "Not aware of any necessity for action in the matter;" "Disapproval of taking any steps, and objected to enforcing the law without some special cases being pointed out;" "No workshops;" "Action postponed;" "Believe it to be the duty of the Factory Inspectors, and not of the town commissioners, to carry out the Act." I have replied to most of these objections, pointing out from the directory the places in each town or union to which the Act applies, showing the necessity for it, and the responsibility of the commissioners or guardians in the matter.

*Towns where something has been done.*

*Belfast.*

*Larne.*

*Ballymena.*

*Newtownards union.*

The only towns in which anything has been done are :—

*Belfast.*—Abstracts of Act printed and extensively circulated. Sanitary inspector appointed as Workshops Inspector. A few visits made in a desultory manner. The Workshops Inspector instructed by town solicitor to attend only to those places from which complaints of infringement may come.

*Larne.*—Abstracts printed and circulated. No one appointed to administer the Act, because complaints have not been made.

*Ballymena.*—Abstracts printed and issued.

*Newtownards Union.*—Masters taking apprentices have the Act

explained to them, and the relieving officers have been instructed to see that the provisions of the Act are complied with throughout the union.

*Causes of failure.*

The causes of failure seem to be these :—

- I. (1.) *The “local authority” is generally composed of employers of labour in workshops, who object to put a penal Act in force against themselves.* In all the towns in my district, the commissioners are mostly, and in some instances entirely (including even the clerk), occupiers of workshops. Individually, these men think that the Act would be a good thing for their neighbours, but collectively self-interest prompts them to be unanimous in opposing its introduction.
- II. (2.) *A disinclination to incur trouble or expense.* In Belfast, *e.g.*, the duty of enforcing the Act is imposed upon an officer already over-burdened with sanitary work, and neither increased salary nor assistance given to him. In Derry the question of expense is the main obstacle. The medical officer of health said he should require 50*l.* a year added to his salary if he undertook the duty, and 50*l.* a year frightened (perhaps not without reason) the town councillors. The novelty of the duty imposed upon the town commissioners of provincial towns causes them to view it with suspicion, and they doubtless consider it “better to bear the ills they have than fly to others that they know not of.”
- III. (3.) *A belief that it was intended that the local authority should be passive and not active in the matter.* In many instances the commissioners express their willingness to enforce penalties when a very bad case of infringement is pointed out to them. Others again consider that they have no authority to empower an officer to visit a workshop unless a complaint comes from some one employed in that workshop, or unless they have other means of knowing that the Act is infringed. Sections 9 and 10 have given a colourable pretext for this excuse, inasmuch as, strictly speaking, an officer appointed by a local authority can only visit a workshop after making complaint to a justice of the peace, and obtaining powers of entry from him, whereas an Inspector or Sub-inspector of Factories may enter at any time when any person is at work.

*Convinced of the necessity of the Act.*

Of the necessity of the Act I am fully convinced. One has only to pass second or third-rate millinery, dressmaking, tailoring, shoemaking establishments in the large towns of Belfast and Derry, late on Saturday nights, and similar establishments (without distinction of class) in the county towns at 10 p.m. or 11 p.m.



on market days and Saturdays, to get ample evidence of infringements of the law. Besides, so long as the dividing line between "factories" and "workshops" remains so high as 50 persons, factory occupiers will have cause to complain of the operation of an unjust and partial law, and of the unfair competition in business to which it subjects them. It answers the purpose of some manufacturers in my subdivision to keep the number of their employés at 48 or 49, in order to gain an advantage over other manufacturers in the same business who have more than 50.

*Does not believe the Workshops Act will be properly carried out by the local authorities.*

*Desires to enforce it himself.*

*His plan.*

I do not believe that the Workshops Act will ever be properly carried out by the local authorities in my subdivision (unless indeed Parliament should compel them to do so), and impressed with this belief, and with the urgent need there is for legislative interference, I beg respectfully to suggest that I should be permitted temporally to take the duty upon myself, irrespective of the town commissioners and councillors; that an advertisement should be inserted in the provincial newspapers giving notice of my intention to enforce the Act; and that the corporations of Belfast and Derry should be requested to give me the assistance of their medical and sanitary officers, and of their solicitors to conduct prosecutions. Armed with authority from you, I should at once visit, the places in which I have reason to suspect regular and systematic infringements of the law, warn the employers, instruct the employed, and make known the provisions of the Act to all concerned. At a second visit if similar irregularities were discovered, penalties would be enforced. I am aware that this would add very much to my present onerous duties, but I would take it upon myself *con amore*, and, whilst taking good care not to neglect my duties as Sub-inspector of Factories, would do my best to carry out the Workshop Regulation Act also. I do not pretend that I should have sufficient time or opportunity to do this thoroughly, but anything would be better than the present inaction.

*Recommends certain alterations.*

In conclusion, I beg to recommend the following alterations in the "Workshop Regulation Act," as it now stands :—

- (1.) That the dividing line between factories and workshops be reduced from 50 persons to ten, seven, or five, whichever number be agreed upon; let all over that number be deemed factories, and all under it, of whatever trade, and notwithstanding that they are at present factories, be deemed workshops.
- (2.) That the hours of labour be taken between 6 a.m. and 6 p.m. in summer, and between 6 a.m. and 6 p.m., or 7 a.m. and 7 p.m. in winter, and not as now between 5 a.m. and 9 p.m.

- (3.) That section 6, paragraph 4, so far as it relates to the exception to 2 o'clock closing on Saturday in cases where not more than five persons are employed, be repealed, as it makes the Act inoperative with regard to the Saturday half-holiday in all country towns and rural places, as well as in the majority of workshops in large towns.
- 4.) That section 9 be repealed, and that the officer appointed by a local authority (or in Ireland any officer of the Royal Irish Constabulary) be empowered to enter workshops at any time without an order from a magistrate.
- (5.) That the schooling clauses of the Workshops Act be conformed in all respects to the schooling clauses of the Factory Acts.
- (6.) That in Ireland the duty of enforcing the provisions of the Workshop Regulation Act as above amended be imposed upon the Royal Irish Constabulary; and that in other parts of the kingdom the local authorities be compelled to perform the duty imposed upon them by the 18th section, or incur a penalty for neglect. Unless some measures of this sort are adopted, the Act will fall into desuetude like the "Bakehouse Regulation Act, 1863." In Ireland the Act would be efficiently carried out if intrusted to the constabulary. The superior officers of this force are gentlemen of education and position, and have under their command a staff of men unequalled for their intelligence and assiduity. They are each and all above local prejudices, and responsible to the magistrates and to public opinion. They are already placed in every town and district, and could at once enforce the Act in every part of Ireland.

I have forwarded a copy of this report to Mr. Assistant Inspector Ewings.

Robert Baker, Esq.,

H.M. Inspector of Factories.

I am, &c.

W. DAWKINS CRAMP.

SUBDIVISION, North Birmingham, MR. THURLOW ASTLEY.

SIR,

Birmingham, 14th Dec. 1869.

I BEG to forward a report of my district, as you have requested, and in the course of it I shall touch upon those different parts of the Act which still remain subjects of complaint and difficulty; for where no complaints are made it may fairly be presumed that the Factory Act is working well and smoothly.

#### *Workshop Act.*

But before making any remarks on the working of the Factory Act, I shall briefly allude to the present state of affairs as regards the Workshop Act. I am sorry to say that the town council of



Birmingham still refuse to carry out the provisions of this Act; and at a meeting held in October last great opposition was manifested, and a proposal to defer the further consideration of the Act until next June was carried by a large majority. This decision is much to be lamented. I conceive it to be a matter of the first importance that the Workshop Act should be carried out in its entirety, side by side with the Factory Act, in this town. By this means the working and effect of the one Act would be contrasted with the working and effect of the other the shortcomings and deficiencies of each be made manifest, so that when Parliament met, data would be forthcoming which should form the basis of further legislation, by which the two Acts might be amalgamated, and converted into one comprehensive practical measure. As it is, should Parliament introduce any factory legislation next session, Birmingham will stand in a most disadvantageous position; all information with regard to her factories will be forthcoming, but as regards the condition and requirements of her workshops absolutely nothing will be known. Since the decision of the town council above referred to, I have received your instructions to commence a visitation of the workshops myself, as far as my present duties will admit, and I hope later to be able to report fully on the matter.

### *Half-time System.*

The half-time system still continues to be a failure, and as long as trade remains in its present depressed state, and the Workshop Act is not carried out, it is impossible, for obvious reasons, to give it a fair trial; but under any circumstances the probability is that the demand for child labour will never be so great in a hardware as in a textile district. As long as trade in many branches remains depressed there will be a sufficient number of young persons over thirteen years of age to meet the demands for labour, without going below that age. Again, as long as the educational clauses of the Workshop Act are not carried out, a great number of parents will prefer to send their children to a workshop where they can work all the day, and obtain the whole day's wages, than to a factory, where only half a day's work, and consequently half wages, can be procured. Manufacturers say they cannot undertake the additional trouble of teaching two children instead of one a trade, when either one or both may be withdrawn at any moment and sent to a workshop. They decline the risk of a prosecution for employing a child without a school certificate, and they do not like the trouble and expense of obtaining two surgical certificates where one would have sufficed; add to this the fact, that where only a few children are required the incentive to overcome any additional trouble involved in their employment is not so great as where their labour is more valuable, and the number employed greater; and it will be found that the above objections outweigh any consideration of profit to be derived from their labour. Should the same disinclination exist, whenever the Workshop Act is enforced,

amongst workshop as amongst factory proprietors, to employ children half time, some educational measure for compelling all children thus turned off to attend a day school will be most urgently needed.

### *Surgical Certificates.*

This determination not to employ half-timers has created an artificial demand for all young persons over the age of thirteen years (the half-time age), and naturally tends to make them very independent, and will doubtless tend to raise their wages. This state of things tends to multiply changes from one factory to another, attracted by the inducement of higher wages, and consequently to increase the number of surgeons' visits, and add to the feeling of dislike entertained by many for what is termed the unjust tax of surgeons' fees. Where there are a large number of young persons employed there is no great difficulty experienced. The surgeon contracts with the employer either for a weekly visit, or to come whenever he is sent for, for an annual payment; but in the smaller factories, where comparatively few young persons are employed, and where, for the reasons above mentioned, the changes are frequent, the surgeons' fees are a constant source of irritation. It is necessary here to state that in Birmingham there are a large number of small employers, who, by reason of their renting steam power, come under the provisions of the Factory Act. In many cases a large block of buildings containing a steam-engine is let out in different shop-pings to a number of small employers, engaged for the most part in the processes of glass-cutting, gun implement polishing, wood turning, pearl and ivory button making, &c. In these cases the number of young persons employed are not sufficient to make it worth while for the master to make an annual contract, and the surgeon has therefore to be paid at each visit. Besides, it continually happens (as above remarked) that a young person will keep changing from one factory to another, and a fresh surgical certificate is necessary in every case; thus, the same child may be examined over and over again. Again, it has been represented to me by persons engaged in the more skilled trades, such as jewellery, for instance, that the seven days' trial allowed by the Act is not sufficient to test the capacity or incapacity of a fresh hand, and it is respectfully urged that the period of trial be extended to a month or at least a fortnight (as is already the case where the surgeon lives more than three miles from the factory). This objection has been made by persons in other respects well disposed towards the Act. As a remedy for these evils, I beg, respectfully, to throw out the following suggestion:—The main object of the medical visit at present is, I apprehend, to ascertain the exact age of the child, rather than to inquire into the state of its health; for it is to be presumed that parents would not, as a rule, send, nor employers be willing to receive, children whose bodily infirmities incapacitated them from labour; and, besides, the inspection of each child is hardly long enough to admit of a thorough medical examination. It



has therefore struck me, that as long as some efficient means is taken for preventing any children being employed whole time below the legal age, the mode of providing that means might be left to the manufacturer. Those firms who employ a large number of hands would, I suspect, generally prefer a visit from the surgeon at their factory. Some, with a less number of hands, might prefer to send the young persons to be examined at the surgeon's house ; whilst others, again, might insist on the production of a certificate of age from the registrar of births. These certificates of age might be made of some durable substance, which would not easily tear, and be added to a file kept for that purpose on the arrival of any fresh hand, and be given back on departure from the factory. As no child or young person could be employed without producing such certificate of age, the parents would impress on their children the importance of not losing it, so as to avoid the purchase of a fresh one. The liability to prosecution for employing a child whole time below the legal age, and for neglecting to keep a strict register, would still remain in force, under the above method, for determining the legal age.

#### *Accidents.*

Some alteration of the law is demanded in the case of accidents. The clause relating to accidents (7 Vict. c. 18. s. 22.) includes any species of injury, however slight, which may prevent the person injured from returning to work within twenty-four hours (though in blast furnaces and iron mills forty-eight are allowed). Thus the number of petty accidents resulting in pinches of the finger from press work, one of the principal manufacturing processes in the button and steel pen trades, have all to be reported to and investigated by the surgeon ; whereas the real intention of the Act would seem to be to limit such investigation to accidents of a more grave nature.

#### *Brass Foundries.*

Again, the clause which exempts all places where the process of founding and casting any metal is carried on by not more than five persons, and as subsidiary to the repair or completion of some other work, renders it difficult to determine what constitutes a subsidiary process, especially in a town like Birmingham, where so many small brass foundries are to be found, each used for the manufacture of some distinct brass work.

#### *Meal Hours.*

The meal time clause states, "that during the meal times stated in the notice no child, young person, or woman can be employed in any factory, or be allowed to remain in any room where any manufacturing process is then being carried on ;" and it has been asked, whether if one of the men should choose to work himself during the dinner-hour, without interfering with the dinner-hour of the young persons and women, such work

would render the owner of the factory liable to a fine. I presume this clause is inserted, not so much to prevent the working of the men, as to secure the full period for dinner to the young persons and women. (I, of course, do not allude here to the exceptional case of glass-cutting or polishing, and the mixing of glass materials.)

#### *Warehouse.*

The clause which enacts "that the hours of labour do not apply to young persons employed solely in packing goods in a warehouse, or part of a factory not used for any manufacturing process, or for any labour incident to a manufacturing process," has created a great difference of opinion as to what is meant by the term "packing goods in a warehouse," and a very elastic construction is put on the term by some, who contend that all work carried on in a warehouse, whether immediately connected with packing up or not, provided it be not part of the manufacturing process, would hereby be exempted. Thus, for instance, in the steel pen trade, the pens have to be boxed and labelled; in the button trade, the buttons have to be sorted, weighed or counted, carded, and boxed up. In the jewellery trade, the different articles have to be carded and boxed; and in the electro-plate trade, they are cleaned, polished or burnished, and wrapped up. All these processes, though sometimes carried on in separate rooms, are oftener confined to the warehouse. They succeed the manufacturing process, and precede the final stage, viz., the packing up into crates or boxes in the packing room, all which is generally done by men. The question then arises, whether or no these different operations are to be included under the term "packing up." By the recent modifications, express permission, on application for it, has been given to warehouse women employed in the electro-plate trade, and employers justly remark, that if permission to work after hours be granted to the warehouse women in one trade it should be granted to all alike. In many cases the warehouse women belong to a class superior to that of the factory women, and come to work later in the day.

#### *Meal Hours.*

In connexion with the remarks made above about the meal-time clause, I forgot to state that several complaints have been made to me with respect to the women and young persons being turned out of the factory during the dinner hour, whether they like it or not. Although it is, of course, better that those living near the factory should go home for their dinner, still, in the case of the home being a long distance from the factory, it is considered a great hardship, especially in wet weather. This has happened in some cases from a mistaken view of the law, and in others from a fear of the employer, lest riot and disorder should ensue if left for a whole hour in the workshop with nothing to do. I have on all occasions strongly urged that the convenience of the workers should, as far as possible, be consulted in this matter.



*Breakdown of Engine.*

Complaints are often made as to the hardship of not being able to make up for the breakdown of an engine by overtime work, and the consequent loss of wages to the workers. It is stated that a breakdown is always more or less an expensive matter, and so is avoided as much as possible, and it is suggested that a register of such breakdown, and of the overtime work consequent on it, be kept for inspection, as in the case of water mills where work has been delayed by drought or flood.

*Gun Trade.*

Great stagnation at present exists in the gun trade, and either from the custom of the factory or from want of work many employers allow their men to take in work and to undertake orders for other firms, irrespective of the gun maker in whose factory they are at work. Such a custom, it is said, necessarily diminishes the authority of the master over his men, and renders it impossible for the former to enforce the provisions of the Factory Act over workmen, who are semi-independent, and who rent their stands. Each stand, it is added, may be looked upon as a separate workshop, and the man who rents it be deemed a separate occupier. If this plea be admitted then every large gun factory would cease to be a factory under one employer, and must be regarded henceforth as a block of buildings containing so many workshops; nay, further, each workroom will be divided into several workshops, for each workroom contains several stands, and, according to above definition, each stand is a separate workshop. This question calls for an early decision, for there are at present several large gun makers working under the Factory Act regulations in my district, and the same law should be applied to all.

*Errand Boys.*

In many of the Birmingham trades, especially the jewellery and the gun trades, a number of errand boys are required, who are not directly employed in the manufacturing process, and it is very doubtful whether the running of errands, and carrying of the manufactured article from one shop to another, can be included in the term "labour incident to any manufacturing process," and as such come under the definition of employment. Many of these boys are under 13 years of age, and it seems unjust that they should not share in the educational advantages of the Act along with those more directly engaged in the manufacturing process.

*Workshop Act.*

As an illustration of the unsatisfactory state of the law as regards workshops, I may mention that amongst all the pearl button workshops in my district there is only one with hands sufficient to bring it under the Factory Act. This solitary factory is therefore subject to a most unfair competition from the workshops. The same remark will apply in many other instances.

In mills where steam power is let out to small occupiers, polishers of metal goods and glass cutters are obliged to observe the Factory Act hours of work, whilst pearl and ivory button makers and wood turners come under the Workshop Act. Again, in the case of the gun implement polishers, the non-enforcement of the Workshop Act entails great hardship. These polishers employ but few young persons, but, by reason of using steam power employed in the manufacture of an article of metal, come under the Factory Act, whilst the small gun makers, upon whom they are mainly dependent for their work, come under the Workshop Act; the latter, as they are subject to no restraint in the hours of work, do not do much on Monday or Tuesday, but work late towards the end of the week to complete their order. Now the polishing the implements and furniture of a gun is the last process previous to finishing and putting the different parts together; thus the polishers are forced to be unusually busy on Friday and Saturday, and the strict observance of Factory Act hours on those days is rendered very difficult through the backwardness of the small gun makers in sending them the work.

### *Ventilation.*

The difficulty of properly ventilating some of the smaller factories, where the ceilings are low and the shops are small, is very great, especially in the jewellery trade, where the large consumption of gas used for soldering the metal is necessarily very great, and in the button and other factories, where a great many workers are assembled in one room. To introduce cold air is easy enough, but how to introduce it without creating a draught remains the problem. Mr. Potts of Handsworth, near this town, has written a practical treatise on the subject, and, if his plan of ventilation could be reduced to a cheaper form might be productive of great good.

### *Hours of Labour.*

The restriction of the hours of labour in Birmingham during the summer months to the Factory Act hours of 6 a.m. to 6 p.m. has resulted in the loss of one hour's work in the morning; for Birmingham women and young persons, except in exceptional cases, object to commence work before 7 a.m. in the morning at the earliest. The hours of labour in this town, therefore, for women and young persons (though the boys often come earlier than the women), are, speaking generally, between 7 and 6 or 8 and 6 in the summer and between 8 and 7 or 9 and 7 in the winter. Whilst going my rounds, I have taken care to question the women, with a view of ascertaining their satisfaction or dissatisfaction with these hours of work. With the hours prevailing in the winter all are satisfied, but in factories where the hours in the summer are from 7 to 6 (though here again the majority are satisfied) a respectable minority are dissatisfied, because, I., when work ceases at 6 p.m. they get no tea; II., those living at a distance from the factory find 7 o'clock too early in the morning, and by coming to work



late lose both time and wages ; III., in trades where wages are low they cannot earn enough when working from 8 to 6. The objectors belong almost always to the class of married women or widows, upon whose labour others are depending for support, and who do not like leaving their children early in the morning. They have sometimes expressed a wish that the day schools would open at 8 instead of 9 o'clock, as when work commences in the factory at 8 they don't know what to do with the children during that hour. In some factories, where the process of manufacture depends a great deal on the individual energy of the worker, as, for instance, when hand presses are required, it has been found that by increased application, and a more strict economy of time, as much, if not more, work is done in a less number of hours than formerly ; where, however, the immediate organ of production is machinery moved by steam power, and less, therefore, depends on human energy, I think this remark will hardly apply.

Inasmuch, therefore, as women and young persons do not as a rule commence work before 7 or even 8 o'clock during the summer months, and labour must cease at 6 in the evening, the legal 10 hours and a half of work are not obtained. If, then, it be the object of the Government still further to restrict the hours of labour of women and young persons, its purpose is already attained ; but if, on the other hand, it recognizes 10 hours and a half as the proper allowance, it is a question whether permission should not be given to continue the winter hours of 7 to 7 (which mean 8 to 7) all the year round, where it is proved to the satisfaction of the Inspector that the majority of the workers are in favour of that arrangement.

### *Night Schools.*

I am sorry to say I have not had time to go round the night schools in my district before writing this report, but hope to report on them next year before the close of the winter term. Complaints are still made of the difficulty of getting boys to attend night schools, and of their occasional disorderly conduct in the streets after leaving the factories. Until all shall have received a good education in their youth this difficulty will continue to be felt. Even for an educated boy, who has overcome the drudgery of learning his letters, and can get on to more interesting subjects, it requires at times considerable moral courage to attend night school. After 9 or 10 hours of labour, a fortiori must such moral courage be necessary for the lad who has all this drudgery still to master.

### *Education.*

Whatever may be the measure on primary instruction passed next session, I hope great care will be taken to insure thorough good instruction on secular as well as religious subjects. I believe the dislike entertained by many working men for the denominational system proceeds, not from dislike to religious teaching, but

from a prevailing idea that, whilst every care is taken to give a good religious education, insufficient pains and attention are bestowed on secular subjects.

You suggest, in your educational paper read at Leeds, “That, in addition to the half-time system a further certificate of education be required of every young person before beginning to work whole time, in default of which the education which commenced under the half-time system should be carried on until 16 years of age be attained.” I consider this a most valuable suggestion, for it would offer an additional inducement to parents to keep their children regularly at school during half-time employment, and so facilitate the carrying out of the half-time system, and would, moreover, make the education received more thorough and lasting.

In conclusion, I may state that the two great principles of factory legislation, viz., the prevention of continuous overtime work and the Saturday half-holiday, are benefits freely acknowledged by all.

Yours, &c.

THURLOW ASTLEY.

SUBDIVISION. Central Ireland. J. H. BIGNOLD, Esq.

REPORT on the FACTORY ACTS EXTENSION ACT, 1867, and the  
WORKSHOPS REGULATION ACT, 1867.

67, Upper Sackville Street,  
Dublin, Nov. 27, 1869.

SIR,

THIS subdivision, as recently arranged on the appointment of a third Sub-Inspector for Ireland, comprises Dublin and 16 northern and western counties under the name of Central Ireland.

The district contains 286 works under the Factory Acts Extension Act, 1867, this number being made up as follows :—

Iron and brass foundries, &c.	-	-	65
Paper manufacturers	-	-	13
Glass manufacturers	-	-	3
Tobacco manufacturers	-	-	20
Letter-press printers, of whom 15 are also bookbinders or paper-bag makers	-	-	114
Bookbinders	-	-	13
Works in which more than 50 persons are employed	-	-	58
Total	-	-	<u>286</u>

Of these 286, no less than 220 are in the city of Dublin and its suburbs. The remaining 66 are principally in northern towns, in the counties Down, Armagh, and Louth, and in these latter



the Act has been put in operation without the least difficulty, owing to the fact that the industrial population of the towns in the north of Ireland have for years been almost entirely employed in the linen manufacture in its various branches, and have therefore experienced the benefit of working under the Factory Acts. But this is not the case in Dublin, where, with a population of 250,000, there are but three textile factories, whilst there are 220 works coming under the Factory Acts Extension Act of 1867, many of which are very important, and employ females and young persons in large numbers. Modifications of the ordinary regulations of the Act having now been conceded generally to all Dublin employers who apply for them, all opposition to the Act has ceased, and it is now in full operation in all the above-mentioned works.

The usual hour of commencing work in Dublin is 8 a.m. in summer and 9 a.m. in winter, except in the iron foundries, which begin at 6 a.m. Previous to the introduction of the Act, work continued (in most cases) without any regular break from 8 or 9 a.m. to 6 or 7 p.m. Now, there is in all cases a cessation from work in the middle of the day, varying from 30 minutes to one hour; thus one important benefit has been secured for the workers, which they fully appreciate.

Another advantage is the diminution of overcrowding which existed in many of the work-rooms, where milliners and dress-makers, seamstresses and staymakers are employed, but there is still room for improvement in this respect.

Something also has been effected in steam printing offices and other works, by the fencing of engines and dangerous shafting, which were often entirely unprotected, and from which many serious and some fatal accidents have resulted.

Another boon conferred on those working under the Act, and one which they highly prize, is the weekly half-holiday. But by far the most important benefit, alike to the employer and the employed, will, I believe, in course of time be found to have resulted from the restrictions placed by the Act on the employment of children, and from the facilities thus given for their education. I have ascertained, with the able assistance of Dr. Monks, the certifying surgeon for Dublin, that out of 3,226 certified young persons, between the ages of 12 and 16, working in the various industries above specified, just 70 per cent. can read and write.

Closer investigation of these figures gives the following results:—

- |   |   |
|---|---|
| In tobacco manufacture,   | only 41·1 per cent. can read and write. |
| „ glass   | do. do. 43·5 do. do. do.                |
| „ paper   | do. do. 44·5 do. do. do.                |
| „ iron and brass foundries, &c,   | 69·6 per cent. can read and write.      |
| „ letter-press printing, bookbinding, and paper-bag making,               | 86·1 per cent. can read and write.      |
| „ sewing-machine factories, being places where more than 50 are employed, | 82·8 per cent. can read and write.      |

It is worthy of remark that in the tobacco and glass manufactures, where the educational standard is nearly 30 per cent. lower than the average of all the certified young persons, many very young children were employed before the Factory Acts Extension Act, 1867, came into force, and were kept working the whole day. On my first visits to these works, I found children, as young as seven or eight years, working as young persons; and it was impossible not to be struck with their pale and sickly appearance, which was no doubt in some degree owing, in the case of the tobacco boys, to the habit of chewing tobacco, to which even the youngest are addicted, but also, in no small degree, to their lengthened toil, and to the absence of a regular meal hour. There are now no boys under 12 employed in these works, except a solitary half-timer, who is attending school as required by law. It may, I think, be confidently anticipated that in a few years the result will have been to raise the educational standard in these manufactures (tobacco and glass) to something like the average of the general industrial population of Dublin.

In the case of the paper manufacture, the high per-centage of ignorance arises from the largest mill being situate in a remote district 11 miles from Dublin, where there are no educational facilities, and somewhat also from the depression which has affected this trade since the repeal of the paper duty.

On the other hand, the high educational standard which prevails amongst those employed in the sewing-machine factories arises from the fact that they are all females, who in this respect are in advance of the other sex; whilst in letterpress printing the occupation itself has a favourable effect on the education of those employed in it.

Although the result of the educational clauses of the Acts will not be fully developed till July 1870, when the minimum age of a full-timer will be 13 years, there is no reason to anticipate that labour will become sufficiently scarce to induce the employers to adopt the half-time system, from which in Dublin they are much averse. Nor do I believe they would do so, if the minimum full-time age were fixed at 14 years.

The only important defect in the Act, which has come under my notice in Dublin, arises from the exemption from its provisions of all places where less than 50 are employed (except in the special manufactures above mentioned). There are several firms in Dublin who are keeping their number of hands employed at 49 or less for the purpose of escaping this Act. It is true that such places are under the jurisdiction of the Workshops Regulation Act, 1867, but even if that Act were fully carried out, it would not meet the difficulty. In Dublin Dr. E. D. Mapother has charge of this Act, under the direction of the Public Health Committee of the corporation, and I append a memorandum from him on the subject. I quite concur with him as to the difficulty of regulating the hours of work of females, young persons and children without any system of registration, but my experience does not show that the half-holiday is not needed, or



that it tends to lower the morality of the workers. Nor do the educational statistics given above sustain his remark that in Dublin no necessity for the education clauses exists. The want of uniformity (as to hours of work and Saturday afternoon) between the two Acts, as carried out here, is made a grievance by some large employers (outfitters, dressmakers, &c.) who are under the Factory Acts Extension Act, 1867, and who complain that others, under the Workshops Act, can compete with them at an unfair advantage by working till 9 p.m. and on Saturday evening.

This want of harmony between the two Acts is also felt by the workers. In several workshops which I have visited in consequence of complaints made to me, I have found the workers unable to comprehend why they should not receive the same protection from the law as those similarly occupied in places where 50 hands are employed enjoy.

I have already supplied you with the names and addresses of such workshops' inspectors as have been appointed by the local authorities of the other towns in my district, except at Portadown, Dromore, and Armagh. I do not think there is any intention to stir in the matter; but I believe there are very few workshops in this district, except in Dublin, where females, young persons, or children are employed.

I am, &c.,

Robert Baker, Esq., &c., &c.

JOHN H. BIGNOLD.

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SUBDIVISION of T. S. MOSTYN, Esq., South Wales.

Mumbles, Glamorganshire,

2nd November 1869.

SIR,

IN compliance with your directions of the 26th ultimo, I beg to annex a list of the names and addresses of those workshop inspectors who, up to this date, have been appointed by local authorities to carry out the provisions of the Workshop Regulation Act, 1867, in my subdivision, and it will perhaps be as well for me, according to your further instructions, to follow up the subject, and to state generally my opinions as regards the working of the Act in South Wales.

The workshop inspectors are, as yet, few in number. I may, however observe that three of them are carrying out the Act in three of the largest centres of industry in my subdivision; indeed Cardiff is the only town in it of any considerable importance in which there is no workshop inspector. I shall have occasion to visit that place very shortly, when I will call upon the mayor, and shall, I apprehend, have little difficulty in inducing him to call a meeting of the town council and get one appointed, and I shall take that opportunity of bringing under his notice what is being done in other towns.

With regard to the general working of the Act, I may mention, that proceedings have been taken under it at Merthyr Tydfil; and

by way of showing that the subject is being ventilated in South Wales, I beg to annex a letter which appeared in the Merthyr Telegraph of the 24th of July last. It is written in a good spirit, and I think you will derive satisfaction from its perusal. It is possible that this letter may have escaped the notice of the Secretary of State; but I think that were he to see it he would be pleased to find that there are at Merthyr (which town he once represented) some who appreciate the spirit in which the Act was framed.

It was my duty a short time since to bring to the notice of the workshop inspector at Swansea some cases of infringements of the Act, and I am happy to be able to report that those cases were met by prompt action on his part. As, however, a copy of the provisions of the Act had not at that time been issued to the owners and occupiers of the workshops in Swansea, the local authorities were of opinion that it would, under the circumstances, be a somewhat harsh measure to take proceedings, and I am disposed to coincide with them. Since that time copies of the provisions of the Act have been applied for and received by the Workshop Inspector, and if not already distributed are in course of distribution. I have also to report a very satisfactory conversation with the mayor of Swansea on Saturday last, in which that gentleman assured me I should have his hearty co-operation.

If I except a few millinery establishments and the brickyards, there are very few works in my subdivision in which the Workshop Act is greatly needed; most of the works coming under the operation of the Factory Acts Extension Act, 1867.

As regards the general working of the Workshops Act, I am of opinion that when the provisions of it come to be generally known it will work well, and that those employed in workshops will be deeply grateful for the relaxation it affords; and although at first there appears a slight disposition on the part of masters to complain of its operations, I have a strong feeling that at no distant date even they will find in the improved health, increased efficiency, greater cheerfulness, and extra willingness of their workpeople many causes for thankfulness, and be quite ready to admit that the Workshop Regulation Act was conceived in wisdom as well as in benevolence.

With reference to the factories in my subdivision, both old and new, I have the satisfaction of being able to report that, with very few exceptions, they are in a good state, and that the law is observed steadily and well, and in the majority of cases may add cheerfully also. During the past six months I have had occasion to take proceedings in eight cases, and of those one was a friendly case, taken into court for the purpose of trying a point of law. The effect of those proceedings has been good, and the publicity which has been given to them by the press has caused many who were lukewarm or indifferent to be quite alive to the necessity for obeying the law, and to the penal character of the Factory Acts. Considering the size and importance of the South Wales district, and the large number of works in it which were



brought under inspection by the Factory Acts Extension Act, 1867, I look upon the number of prosecutions as very small, and even in those cases the offences were not of a very grave character, and indeed the bulk of the infringements which I have reported from time to time have been of a comparatively trivial nature.

I regret that I cannot report any benefit as having arisen from the Factory Acts Extension Act, 1867, in the direction of education, except in so far as the turning very small children out of the works has, doubtless, caused some of them to be sent to school; the nature of the work in an iron district does not suit half timers, and the best proof of it lies in the fact that many large employers of labour who are very liberal in providing schools for the education of the children of their workmen do not employ any children in their works. Indeed I am very doubtful if any half-timers will be employed in my subdivision even after July 1870, when the modification will expire which permits children of 12 to work full time. Owners of works seem to be preparing to do without all those who are under 13, and in several of my works none are taken on now who have not reached that age.

I have the satisfaction to state that I have been very handsomely met by owners of works in the matter of fencing machinery, with the gratifying result that the majority of the accidents reported to me are of a slight nature, a large proportion of them being pure casualties which might have occurred in a road or in a street.

I am not aware of any further special circumstances to which I ought at this moment to draw your attention, except that, referring back to the Workshop Act, I may say that the want of a general power of entry is much felt by Workshop Inspectors.

I have, &c.,

Robert Baker, Esq.,  
&c.      &c.

THOMAS PYERS MOSTYN,  
Sub-Inspector of Factories,  
South Wales subdivision.

#### LIST OF WORKSHOP INSPECTORS.

##### *South Wales Subdivision.*

T. Jones Dyke, Esq., Surgeon, Merthyr Tydfil, Glamorganshire.

Ebenezer Davies, Esq., Surgeon, Swansea, Glamorganshire.

David Davies, Esq., Surgeon, Aberdare, Glamorganshire.

R. C. Hunter, Esq., Surgeon, Pont-y-Pridd, Glamorganshire.

#### WORKSHOPS AND LATE HOURS.

“SIR,

“As the Workshop Regulation Act, 1867, plays an important part in the Mines’ Regulation Bill, it is desirable that

every person should thoroughly understand its provisions. It is true that the Mines' Regulation Bill has just been withdrawn, but it will turn up next Session in another and probably a better shape. It appears to me that those who employ women and young persons in the shops of Merthyr are either not well acquainted with the Workshop Act or find some difficulty in the way of obeying it. I do not wish to say one hard word against any person who may at present be infringing upon the law, for there are many difficulties in the way of carrying it into effect ; but as one deeply interested in the well-being of the young, and of others not in a position to protect themselves, I should like to say a few words on the subject. The Workshop Regulation Act may be called the friend of our female workers. It is specially serviceable to them, and also to children under thirteen years of age. It comprehends those workshops in which fewer than fifty persons are employed, and therefore includes the dressmaking and millinery establishments throughout the whole of the United Kingdom. It prohibits children under eight years of age from being employed at all in workshops. It does not allow any child under thirteen to be employed for more than  $6\frac{1}{2}$  hours in any one day, nor before six in the morning, nor after eight at night, and every child employed must attend school for at least ten hours in every week. I may observe, however, that until July 1st, 1870, children twelve years old may be reckoned as young persons of thirteen. The provisions with respect to young persons and women are specially important, and yet are, to a large extent, totally disregarded. The law prohibits the employment of young persons and women in workshops for more than twelve hours in any one day, and even then it does not permit them to be set to work before 5 o'clock in the morning, nor continued at work after 9 o'clock at night. Now, I believe, that among milliners and dressmakers especially, this law is notoriously neglected. Young women are kept slaving over the needle till 12 o'clock at night, and sometimes later. I do not say this is done in Merthyr, but it is done in many places in spite of the law ; and if gaslight streaming through clouded windows may be allowed to lift up its testimony, even some Merthyr tradesmen may turn out to be not quite immaculate. It must further be remembered, that out of the twelve hours during which these young persons may be employed, one hour and a half must be allowed for meals. I may also observe that, except in cases in which not more than five persons are employed in making articles to be sold by retail on the premises, or in repairing articles of a like nature to those sold by retail on the premises, no child, young person, or woman, can be employed on Sunday, or after two o'clock on Saturday afternoon. By express permission of the Home Secretary, the Saturday half-holiday may be dispensed with, provided another half-holiday be substituted for it ; but in any case no young person or woman is to be permitted to work on the premises after 9 o'clock on any night, (Saturday included,) and the hour at which work must terminate on the half-holiday is 2 p.m.



Now, these laws are strict and peremptory. It is of no use to wink at them. They must be obeyed. It is possible that they may press hard upon some trades ; but even if they do, they are the laws of the land, and cannot be safely broken. I see from the "Reports of the Inspectors of Factories" for the half-year ending October 31st, 1868, that both the employers and those who are employed in the millinery and dressmaking establishments at the west end of London have complained somewhat of the new laws, and I think they have done so with some show of reason. The spasmodic outbursts of fashion leave them comparatively idle at one period of the year, and overwhelm them with work at another. That is one of the evil results of the caprice of fashion, and I fancy that it cannot be helped. The ladies of the 19th century have willed it, and no force has yet been discovered equal to the will of those who are often ironically called "the frail sex." It is possible that Mr. Bruce may find it necessary to introduce some modification of the Workshop Act as applied to West End establishments (including Merthyr); but in the meantime there is no allowance made. All such places of business are equal in the eye of the law. It is important also to notice that the rigorous law has appointed inspectors to see that the Act is put in force, and has imposed fines "all round" on those who disobey. If the Act be violated, the employer is liable to a fine not exceeding three pounds, and the parent or person deriving any direct benefit from the labour of, or having the control over the child, young person, or woman employed, is also liable to a penalty not exceeding one pound. It is not only the employer, then, who has occasion to be afraid of fines for the infraction of these salutary rules; the parents or friends of the young persons employed may come in for a share of the punishment; and therefore all parties have some interest in seeing that the law is preserved inviolate. Our excellent medical officer, Mr. Dyke, who is highly commended in the last parliamentary reports, is empowered to make inquiries as to the way in which the Act is carried out in this district, and to report upon the subject every month. He may arm himself at any time with authority to enter workshops and satisfy himself as to what is going on; and if anyone should endeavour to prevent him from so doing, he or she may be fined to the extent of twenty pounds. It is therefore for the good of all that the Act should be thoroughly and generally understood, otherwise unpleasant consequences may cast their shadow over an unsuspecting victim. I may add that the Act does not include shops only, but any room or apartment in which trade is carried on, and even places having no cover to them but the sky or the clouds.

I am sure that Mr. Dyke will do his best to fulfil his part of the work, and it is to be hoped that all employers will heartily co-operate with him. The Act is a benevolent one. It is, in fact, a mere continuation of our war against slavery. We began the battle many years ago, and we must finish it. Slavery does not consist in the mere buying of human flesh, but in grinding and oppressing the labourer. It is true that in our country the

slave may run away from his master, but he must do it at the risk of starvation. There is no true freedom to the majority of our people until the law prevents the capitalist or employer from treating his workpeople as if they had been created for no purpose but to toil in his service. If our young people, and especially the young women of Britain, are to be treated as intelligent human beings, we must all strive to keep the benevolent Workshop Regulation Act in force.

“I am, Sir, respectfully yours,

“F. SONLEY JOHNSTONE.”

“Merthyr, July 20, 1869.”

SUBDIVISION of OTTO STRIEDINGER, Esq., Warwick (minus Birmingham), Oxon, and Bucks.

SIR,

Coventry, 30th November 1869.

IN compliance with the directions contained in your letter of the 26th ultimo, I have the honour to submit to you the subjoined report of my personal experience with regard to the working of the Factory Acts Extension Act, 1867, and the Workshops Act, within the boundaries of my subdistrict (Warwickshire, minus Birmingham, and the counties of Oxon and Bucks).

As you were pleased to desire me to point out what appear to me the “excellencies and deficiencies,” of both these Acts, I do not hesitate to express my candid opinions, and to suggest whatever seems to me calculated to remedy existing imperfections. Should I adopt sometimes the language of criticism, I trust my doing so will not be supposed to arise from disrespect to the various authorities who have initiated, passed, and carried into law enactments replete with benefits to present and future generations, but from a sincere desire to insure cheerful compliance on the part of those whom these enactments particularly bear upon, by removing every item which might be deemed unnecessarily vexatious.

### *Reception and working of the Factory Acts Extension Act.*

Whatever objections there may have been at first to the introduction of this Act, objections which have been enumerated and dealt with ere this by abler hands than mine, and which apply to every locality with nearly equal force, they have been, as far as my own subdistrict is concerned, dying out gradually; and, with very rare exceptions, I have found great willingness and ready compliance. There are, no doubt, some apparent hardships, inconveniences, and inconsistencies in the Act which are frequently complained of. I shall refer to them hereafter.

### *The Workshops Regulation Act and the Local Authorities.*

I regret to have to state that my attempts to induce the local authorities to introduce and carry out the Workshops Act loyally



have met with but little success. They, as a rule, agree with me that "something ought to be done." As the law stands now, they cannot be *forced* into action. Often and often, in the course of my experience, have they gone through the forms of convening meetings and appointing committees and sub-committees, but their solemn deliberations generally ended in a tacit but not the less stubborn determination to leave matters alone. In only three boroughs in my subdistrict, at Eton, Rugby, and Warwick, local Inspectors have been appointed. At Alcester, where a by far larger number of children is employed in workshops than in factories, the vicar, assisted energetically by the schoolmaster and the superintendent of police, has succeeded in securing tolerably regular school attendance on the part of almost every child employed in the needle-stamping and other workshops.

In April last I was staying at High Wycombe, and tried to impress upon the mayor and council the importance of the Workshops Act, and the healthful influence its introduction would exercise upon their borough and neighbourhood. The schoolmaster of the British school there used every effort to induce the parents to send their children engaged in chair-caning to school. In the month of May he had the gratification of getting some half-timers from the workshops to attend; but his endeavours to retain them, and to swell their number, were frustrated by the indifference of the local authorities, who, as soon as I turned my back on them, relapsed into their habitual torpor. When I last visited Wycombe there was, out of a population of over 8,000 souls, a total of ten half-timers at school. At the lowest calculation there must be over 200 children employed as caners.

My experience at Wycombe is only an example of what, in a less marked degree, has happened in a dozen other places where the town clerk and local dignitaries received me with great courtesy, requested my presence at public meetings, ordered handbills to be printed and distributed, and rested satisfied with what they had done.

I am convinced that, unless powers can be given to the Imperial government to coerce the local authorities, the Workshops Act will, at the utmost, only very partially be carried out. At present, its enforcement depends on the personal predilections of individual mayors, town councillors, and members of boards or vestries.

### *The Workshops Act in its bearings upon the Factory Acts.*

Even in the few and isolated instances where the Workshops Act is fairly observed, its restraint upon the master of a workshop is very slight, compared with the severer pressure of the Factory Acts. For instance, whilst an employer of 50 hands and above, being subject to the operation of the Factory Acts Extension Act, 1867, is only permitted to work the protected classes between the hours of 6 and 6 (or 7 and 7 in the winter months), the employer of 49 hands and under, even if the Workshops Act is enforced, is at liberty to choose any  $10\frac{1}{2}$  hours between 5 and 9,

or 6 and 8 respectively. But the Workshops Act being almost everywhere ignored, occupiers of workshops do exactly as they like. Can it be wondered at if occupiers of factories sometimes bitterly complain of the heavy weights they are made to carry in the race of competition between them and the workshops?

Independently, therefore, of the social advantage of extending the benefit of the leading features of the Extension Act over a wider area, the eventual assimilation of the Workshops and Factory Acts appears to me a matter of common fairness to the occupiers of factories.

*Desirability of assimilating the Workshops and Factory Acts.*

I cannot help thinking that the easiest method of assimilation, and one open to comparatively few objections, would be to draw a different line of demarcation between factories and workshops than that decided upon in the preliminaries to the Extension Act of 1867. At present all works not especially mentioned in that Act are "factories" when they employ 50 hands and over, and "workshops" when they employ below 50 hands. This limit of 50 might with great propriety be considerably reduced. By imposing certain restrictions on what then would be "workshops," or granting greater latitude to "factories" than they have at present, both descriptions of industrial establishments would be brought under the same law. As far as legal supervision is concerned, the only difference between them would be that the one would be visited by the local Inspector and the other by the inspecting staff of the factory department.

There are certain trades which are, per se, subject to the operation of the Extension Act, whatever the number of hands employed may be. Among them stand foremost in numerical order the trades of printing and bookbinding. It so happens in my sub-district, and I suppose something similar is the case generally throughout the country, that only in a very trifling proportion of them more than three or four hands are at work. Out of 88 printing offices and 28 bookbinders' shops in my subdistrict, there are only 28 and eight respectively with more than four hands. There is not a single child employed in these establishments. Surely for such works the Factory Acts Extension Act can never have been intended.

Now, if the dividing line were to be considerably lowered from the 50 hands, where it stands now, the whole Act might be much simplified, and the somewhat long definitions and the catalogue of trades in sect. 3 of the "preliminary" to the Extension Act of 1867 might be condensed into something like the following:

" 'Factory' shall mean any premises, whether adjoining or separate, in the same occupation, situate in the same city, town, parish, or place, and constituting one trade establishment in, on, or within the precincts of which . . . . . or more persons are employed in any manufacturing process."

And, finally, the inspecting staff of the factory department would be relieved of the irksome duty of having to visit establishments



so small and unimportant as scarcely to demand their supervision, whilst a large number of other works to which the term of "factories" could be applied with much greater propriety would be added to their visiting lists.

But, whatever grounds the authorities may have had for adding the clause concerning the "right of access" to the definition just alluded to, I cannot refrain from expressing a strong hope that this clause may be left out of any future enactment, whether relating to factories or to workshops. By its abolition control and supervision could at once be brought to bear upon some particular places which now, under its shelter, defy governmental interference, and the death-blow given to practices based upon methodical cruelty and iniquity. It is the lace and plaiting schools to which I refer, and of which I can point out specimens in my subdistrict. The system pursued in the so-called "schools" is so well known to you that I may abstain from wearying you with details.

The temporary modifications contained in the Extension Act of 1867 will expire on the 1st July 1870, and then would be the time to draw up an Act embodying all, or almost all, former enactments in force, and to adopt one and the same "abstract" for all factories, and, with slight modifications, for all workshops.

*Employment of Children under 13 years of age. School Attendance. School Certificates.*

The dissatisfaction with the half-time system, so loudly expressed immediately after the passing of the Act, is, as far as I can see, giving way to a slow but steady appreciation of the advantages of this first instalment of compulsory education. In localities and works where children had been dismissed because the schooling clauses were thought to cause "more trouble than the children's work was worth," children are being gradually taken back, and begin (like in the needle-making districts of West Warwickshire) to fill the schools.

In a few instances I have been told of the inconvenience, both to masters and children, arising from the maximum of a child's working hours being fixed at  $6\frac{1}{2}$  hours, which is experienced on Saturdays. If on that one day in the week children might be kept at work from 6 a.m. to 2 p.m., doing thus (after deduction of the breakfast half hour)  $7\frac{1}{2}$  hours' work, the necessity of bringing, for the sake of one hour, a second gang of them into the factory, would be saved. Plausible as the proposal of such a modification might sound, I cannot but apprehend the possibility of grave complication, to which the surrender, however qualified, of a grand principle, like the  $6\frac{1}{2}$  hours' limitations, might lead.

*Employment of Young Persons and Women.*

The objections to the Saturday half holiday have almost completely died away, and employers and employed seem equally thankful for their rest.

Allusions are sometimes made to the anomalies of gravely discussing the question of women's rights, and of keeping them, at

the same time, under the special tutelage of the law. If the industrial employment of women were, throughout this empire, on a par with what meets my eyes in my own subdistrict, I might be tempted to join the outcry against uncalled-for legislative interference with the movements of married women, and of women old enough to take their protection into their own hands; but, with such recollections on my mind as the brickfields of Staffordshire, I should be sorry if the guardianship of Government were to be withdrawn from them.

### *Dangerous Machinery and Accidents.*

During the last six months ending 31st October 1869 between 90 and 100 accidents have been reported to me. As far as I remember, only two out of the whole number could be traced to insufficient fencing or defective machinery. The greatest number, nearly 50, happened in the carriage factory of the London and North-western Railway Company at Wolverton. All were due to personal carelessness or inattention. They were generally so slight that the injured person was able to resume work after a few days. The injuries consisted chiefly of incised wounds and contusions, and were caused principally by sharp-edged or blunt tools, by slipping, and by the fall of heavy weights. The inquiries into, and the reports upon, the accidents happening during half a year at Wolverton alone, have put the public to an expense of over 7*l*. If the system of reporting every kind of accident that takes place in a factory were to be abolished, a sum would be saved more than sufficient to enable Government to supply gratis the various factories with the necessary books and registers (a measure which I took the liberty of recommending under the heading Registration). The intentions of the present regulations with regard to accidents would be fulfilled if the injured person himself, or any one interested in him, legally or otherwise, were to be invited to inform the Inspector or Sub-inspector of the district of every case which might appear worthy of investigation.

### *Modifications.*

As the various Acts concerning the labour of children, young persons, and females in factories have the protection of the employed for their primary object, it is not to be wondered at if the interests of the employers are occasionally lost sight of. It has therefore been necessary, in fairness to the latter, sometimes to relax the strictness of the original enactments so as to adapt them to special circumstances. A glance at the concluding paragraphs of the "Abstract" (which at present is the authorized code of laws for factories subject to the Extension Act of 1867) shows that the modifications and exemptions therein might be condensed into a somewhat clearer and more compact form.

I have, &c.,

OTTO STRIEDINGER.

Robert Baker, Esq.,

H.M. Inspector of Factories.

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SUBDIVISION of C. R. BOWLING, Esq., including Liverpool and other parts of Lancashire.

SIR,

Huyton, Nov. 1869.

COMPLYING with your written instructions of the 26th ultimo, I beg leave to submit the following observations on the operation of the Factory and Workshop Acts, as the result of my experience up to the present time. I will further briefly touch on those points which appear to me to constitute the excellencies and deficiencies of the Acts in question.

I am happy to be able to inform you that since the date of my last report (September 1868) I have been able to maintain in every part of my subdivision generally a careful, and I believe I may add, a willing compliance with the regulations of the Factory Acts. In some cases, however, I have been compelled to resort to legal proceedings; but it is cheering to find that, while in the six months ending on the 30th of April last it was deemed necessary to proceed in ten cases against the offending parties, only one of such cases has occurred in the six months ending on the 31st of October.

In remarking on the "Factory Acts Extension Act, 1867," which has, of course, claimed most of my exertions, it is very gratifying to be able to report a continued and increased good feeling towards the working of the Act; and in cases where it is fair to admit there were points of difficulty and even of hardship, I am glad to be able to bear testimony to the reason and moderation with which the matter was discussed by those on whom the pressure bore most heavily.

Generally there has been considerable dulness and depression in the industries brought under this Act, and yet I think no surer proof can be given of the necessity for legislative interference for the protection of youthful labourers in "factories" than the fact that, although times have been so bad, cases have occurred in the last twelve months in which boys have been subjected to excessive hours of labour, in one case actually amounting to 35 hours at a stretch; and although, generally speaking, such instances have been without the knowledge or concurrence of the employer, still they are always to be traced, more or less, to a most culpable disregard on the part of some of the responsible managers. If anything further were wanted to prove how necessary has been the action of the legislature in extending the provisions of the Factory Acts, it may be found in the fact that, in the case of excessive labour above referred to, the employer of the lad stated in court that it was no concession to him that a boy might work at night if he had to give him a holiday in the day—"he wanted him day and night!" Naturally enough this remark brought down upon the employer the censure of the Bench. I fancy, however, such a remark would hardly have been made in public had the speaker thought that he was exceptional in his opinions. I have discovered and added to my list between eighty and ninety new works under this Act.

I propose to defer my observations on the "Workshop Regulation Act" until the end of my report, and will now proceed to make, and to submit respectfully to your notice, a few remarks on the excellencies and deficiencies of the Factory Acts.

### *The Educational Clauses of the Acts.*

In my last report I ventured to state my opinions with regard to the educational clauses of these Acts, and as I consider them to be among the most important, both in their working and results, I will refer to them first.

I see no reason to alter my opinions, as expressed in page 255 of the Reports of the Inspectors of Factories for the half year ending October 31st, 1868. I still feel confident that the undeniable good achieved by the half-time system is much marred, and in many cases almost obliterated, by the entire cessation of all scholastic exercises, which too often takes place on the attainment by a child of its thirteenth year. I have frequently submitted young persons working full time, but who had commenced working as half-timers, to a trifling examination in reading, writing, and the simplest sums in arithmetic, and I have often found that whatever knowledge they may have attained as half-timers has, in a short time, so completely rusted as, in all probability, never to be of any practical use to them. I think this is much to be regretted, as I can bear testimony to the good groundwork which large numbers of children obtain in the two or three years they may have been working half-time.

While the education of the people is obtaining so large a share of attention from the ablest minds in England, it is to be hoped that some measure may be devised which will not only greatly extend our present educational efforts among the children of the masses, but will also secure some practical results from those efforts, by preventing the youth of the country from throwing overboard entirely all that has been stored with so much difficulty and trouble in the days of their childhood.

### *Surgical Certificates as required by the Act.*

The requirements of the Factory Acts with regard to the obtaining of surgical certificates in all cases of employment of children and young persons under sixteen is, as at present in force, a frequent source of irritation and dissatisfaction, especially among the occupiers of some of the "factories" brought under the operation of the Factory Acts Extension Act, 1867.

There are many of these occupiers, especially those in a small way of business, who find the amount they have to pay annually for these certificates constitute a hard and irksome tax upon them. It frequently happens in a town like Liverpool, where there is so much out-of-door employment to fall back upon, that lads go from one employment to another a dozen times in the course of a year; yet in each instance, where the lad remains a week in any one "factory," a surgical certificate must be obtained for him. The fees paid for these certificates are a heavy drain upon many em-



ployers whose trade earnings are small; and they argue with some reason that as the obtaining of these certificates is supposed to result in general good to the public, it is hard that they should have to bear the whole brunt of the tax the benefit of which they are personally not likely to reap.

There are other instances where proof of real age has been obtained, as in the case of bound apprentices, and the surgical certificate certainly appears rather a superfluity in such cases.

A master would not be likely to bind a lad with any physical ailment which would unfit him for the work he would have to perform, and having bound him it is difficult to see how he could discharge him because a surgical certificate was refused.

There is a very general and prevalent idea that if surgical certificates are to be insisted on, as at present, the certifying surgeons should be paid by Government for their trouble, and thus a public good become a public burden.

It certainly would be very desirable to do away with the feeling of soreness which now exists on this point, but I am not prepared to say how this can be done. I am sure that the duties the certifying surgeons perform are of material importance to the working of the Act, and I am only anxious that the good which they may effect should not be impeded by any feelings of irritation on the part of those with whom they have to deal.

#### *The Enactments with regard to Meal Times.*

I would next draw attention to the enactments with regard to meal times, which I think are attended with hardship in the case of many factories brought under the Act of 1867.

By the enactments, as they stand at present, it is necessary that an hour and a half shall be given for meals between 7.30 a.m. and 6 p.m. Now a very large number of the women employed in Liverpool have been in the habit of coming to work at 7 a.m. or 7.30 a.m., and of getting their breakfasts before leaving home. They have had an hour allowed them for dinner, and have left work at 6 p.m.

In insisting that an hour and a half must be allowed for meals between 7.30 a.m. and 6 p.m. a hardship is inflicted on these women, as they must either lose another half hour's work out of a day's labour of ten or nine and a half hours, or they must be brought to their work earlier in the morning, and sent out for half an hour for breakfast.

Liverpool not being a manufacturing town, and almost all these women living in the suburbs, they could not possibly get home and have this meal in comfort, but would be compelled to get it in the best way they could about the works or in the street. I am of opinion, therefore, that under this Extension Act it is impolitic to draw the same rigid rule which has been adopted in the older Acts, which dealt only with industries the normal state of which accorded with the restrictions laid down. There is, however, one direction in which I would go further than the law as it stands at present. I would forbid young persons and women

to take their meals in the polishing rooms of plate glass as well as of flint glass works, the materials used for this polishing being deleterious, and the rooms generally wet and unfit for the purpose.

#### 7 to 7. *Working Notices.*

I would respectfully suggest that the yearly trouble and expense of issuing a printed form of notice to every occupier of a factory who may be desirous of changing his hours of labour during the winter months is unnecessary. It seems to me that all that is needful is that the occupier should give a written notice to the Sub-inspector of the district of his intention to avail himself of the 7 to 7 working during the winter, and should further be required to put up a notice to that effect, with his own signature attached, in some conspicuous part of his works.

Judging from the large number of notices which I have issued in my own district, I should think a considerable saving in stationery and printing might be effected were such a course as this sanctioned.

#### *The Sanitary and Cleansing Clauses of the Act.*

These most salutary clauses of the Act are, I think, capable of being considerably extended, to the great advantage of all concerned.

In the first place, I would insist that lime-washing be strictly enforced in premises where letter-press printing, bookbinding, and tobacco manufacture are carried on, and generally in all factories brought under the Extension Act, 1867, excepting only foundries, and factories where metals are dealt with.

In printing offices and bookbinding premises I think it is especially required. This class of work is too often carried on in close, dark, ill-ventilated rooms, and cellars, and none perhaps but those who are constantly employed in them can fully appreciate what a blessing it would be to insist on a clearance of all the sour rubbish which accumulates on floors and walls, and to compel the occupiers to afford the workers therein the comfort, light, and cheerfulness which always follows a thorough good lime-washing.

In support of what I am advocating I may mention that the other day I entered a printing office, the walls of which were coated with filth. I was not sure how far the Factory Act would support me in the course I adopted, but I immediately insisted on the place being thoroughly cleaned and limewashed, and on hearing my words almost every man in the place gave way to expressions of delight. I have since consulted masters and men, and they all agree with me that there is no class of premises which more strongly require a yearly lime-washing than those of printers and bookbinders.

While on this subject I would remark (though this is a matter which should perhaps more properly be dealt with under the Sanitary Acts) that I would forbid the use of under-ground



cellars for the machine rooms of printing offices, unless they had been specially constructed for the purpose.

It is by no means uncommon in this part of the country that a cellar, low in the roof, damp on the floor, and dark almost as night, is appropriated to this use. Gas burners flare in every direction. At one end is a steam engine, boiler, and furnace; the heat and steam lie in a cloud along the low roof, finding the only escape up the narrow cellar stairs, or through a broken pane in the begrimed area window. All day long the machines clank away in these dismal holes; and all day long, and from one year's end to another, very often boys from 12 to 18 years of age drag on their subterranean existence in an atmosphere naturally bad, but vitiated to an almost deadly pitch by the accession of gas, steam and heat. It is true that I have always found a readiness on the part of the occupiers of such premises to listen to and adopt any suggestion I might offer for the better ventilation of these cellars; but I am of opinion that, except in cases where they have been specially constructed for the purpose, they are utterly unfit for the uses assigned to them.

*The fencing of dangerous Machinery, and reporting Accidents to the Certifying Surgeons.*

The power given to Inspectors and Sub-Inspectors of Factories to direct fencing to be placed for the protection of workers from the dangerous parts of machinery must, I think, have been productive of great good. I am not able to adduce any statistics to show that the number of accidents in this district has decreased, for the Extension Act has not been long enough in force to enable me to bring forward any satisfactory proof based on figures. During the first year of its operation, owing to the Act being imperfectly understood, a large number of accidents were not reported. In the present year, therefore, the number of reported accidents has greatly increased. Under the older Acts, in consequence of the recent date of my appointments I have no data to go by. Still I feel satisfied from my own experience that many lives are saved, and many painful accidents avoided, through the agency of the Factory Acts. On more occasions than one I have been able to direct fencing, from finding myself come in contact with dangerous and unguarded parts of the machinery. I can call to mind one occasion in particular, when, ascending some dark steps from one fitting shop to another, I suddenly felt my coat pulled, and found that it had touched a horizontal revolving shaft which was running close to the steps, and without any protection between them. I only mention this case to show how easy it is, with a thoroughly practical knowledge of machinery and of its perils, as the managers of the works in question must have had, to overlook a point of imminent danger until some frightful accident brings it painfully to light. It is the constant vigilance which an Inspector should exercise to detect these points which seems to me to constitute one of his most important duties. But I have frequently felt that the hindrance placed upon his course of action

by the clause which renders it necessary to prove that children or young persons are liable to pass or be employed near to any part of the machinery before fencing can be directed serves to narrow very much the Inspector's sphere of usefulness. Since commencing the report I have had to investigate a very painful accident, resulting in death. The man to whom the accident occurred was holding a plate of iron, which was being past under a punching machine. He was sitting on a low stool, with his back to the driving wheel, when either from the stool slipping or from a push from the plate he appears to have stumbled against the wheel, which caught either his arm or his jacket, and dragged him right in between it and the framework of the machine. He was frightfully mutilated, and died. Now, had I seen this wheel previous to the accident, and considered it dangerous, as I read the law I would not have ordered fencing, as no young persons ever worked at the machine or were liable to pass near it.

It is not only from machinery that danger is to be apprehended. There are many works in which all sorts of mantraps are to be found. Gaping furnace holes, open traps, and unguarded liquor wells in chemical works, have been the prolific cause of many accidents, and might, in many instances, have remained so, but that attention has been drawn to their dangerous nature by the system of reporting all accidents to the certifying surgeons, which the law insists on, or by the visit of the Inspector, who will have pointed out to the occupier or his agent any part of the works which, by its construction or position, would, in his judgment, be dangerous to life or limb.

With regard to the requirements of the law, that all accidents, no matter how caused, should be reported to the certifying surgeon, if occurring within the factory, and sufficiently severe to prevent the person injured from returning to his work the following morning, this requirement, although it leads to a great number of accidents being reported foreign in their nature to the manufacturing process carried on in the works, and leads also to investigations, many of which are practically useless, is on the whole, in my opinion, productive of much good. It appears to me that it would be a matter of much difficulty to draw a line determining what class of accidents should or should not be reported. To do so would be very often to leave the matter to the discretion of ignorant or careless overlookers or foremen, who would be generally ready with the plea that they did not consider any particular case to be one which required to be reported.

I could cite instances in this district in which accidents, not in any way attributable to the machinery or mill gearing used in the works, have been reported, and yet the reporting of which has led to the adoption of steps conducive to the greater general safety of the hands employed in the works. Moreover, the mere fact of these reports being made must serve to keep the subject of accidents more prominently before the managers and occupiers of works, and thus lead to greater precautions being taken.



*The Regulations as to Hours of Labour in Printing Offices.*

A great deal of dissatisfaction is still expressed by the master printers with regard to the rigid limits placed on the hours between which they may employ their women and young persons. There are many peculiarities in their business, they urge, which have not been properly considered in framing the enactments applicable to them. There are times, they say, when to obey the law would be to ruin their trade ; but I need not recapitulate all their arguments, as you are fully acquainted with them. I must, however, confess that I am beginning to think that the Act with its present restrictions is impracticable in the case of printing offices. You are aware that I have done all in my power, both persuasively and coercively, to obtain a compliance with the law in printing offices, and yet I am afraid it is extensively broken ; and in fact I fancy it has very generally become a matter of calculation among the master printers, how many fines they can afford to pay in the course of the year. Gentlemen connected with the business have pointed out to me that in many of its branches a strict compliance with the law on the part of some would only have the result of making it worth while to others to break it at any cost, as it would throw so much remunerative work on their hands ; and I have been told, “ This class of work must and will be done in spite of you and the law ! ”

These master printers are quite willing that their hours of labour per week should be restricted, and also per day ; but they say we must have a broader margin allowed us than at present. Our labour is intermittent in its character. Give us permission to employ young persons and women two or three hours overtime when pressed, and compel us, if you like, to make it up to them at some other time.

Before quitting the subject of printing offices, I must draw your attention to the case of the unfortunate little errand boys employed in them. I am afraid that the decision that was arrived at last year, that errand boys were to be exempted from the provisions of the law, has led to considerable abuse. I would plead, on behalf of these lads, that the protection of the law should be extended to them, for the following reasons :

The present law is evaded and abused. Boys are engaged ostensibly as errand boys.

They are perfectly instructed how to answer the Inspector, should he find them at work in the printing office. I get the same answers in almost every case : “ They are employed as errand boys : ” — “ Are scarcely ever in the printing office : ” — “ Are only amusing themselves there at present : ” — “ Have had no orders to clean machines, take off, or ink the rollers : ” — “ Almost the whole of their time is taken up running errands. ” But as a foreman in one of the largest printing offices in Liverpool remarked to me, “ The whole of their time means from early morning until late at night, and for 13 or 14 hours very often these little fellows are kept on their legs. When they are not running errands, they are making themselves generally useful. ” Next

it should be remembered that these errand boys are generally the youngest and smallest boys on the premises, some of them only 10 and 11 years of age. These children, if employed at all, ought to be reaping the benefit of the half-time system; but here they are working morning, noon, and night, suffering, I believe, a mental and physical deterioration, in spite of a law framed purposely to meet such cases.

For an instance in point, I would refer you to my report of the 29th of July last.

### *The Roperies in Liverpool.*

I would again draw your attention to the case of the roperies. There are in Liverpool seven or eight of the larger roperies, either under the old Act with regard to their spinning sheds, or under the Extension Act of 1867 by reason of employing more than 50 hands, but there are a great number of smaller ones, where women, young persons, and, I am told, children, are extensively employed, and which, owing to the difficulties of administering the Workshop Act, have, up to the present time, been practically under no law at all. I have been credibly informed that it is no uncommon occurrence to see children turned out of their beds at three in the morning, and sent down to these walks. A lamp is slung round their necks, and they start away on their day's work, which often does not cease until 6 p.m. Now, independently of this, which, if true, is a sufficiently strong reason for affording these little workers the protection of the Factory Acts, I think there is another forcible argument why all roperies should be placed under the Factory Acts. It is evident that if such things as these go on in the smaller works, they are able to steal a march on the larger ones, which are under the law, and thus an element of inequality is introduced. The very fact of some of the large works being compelled to close at a certain hour has thrown more orders among the smaller ones, and has, consequently, I have no doubt, induced a good deal of that over-work among them of which I have heard complaint.

I trust, therefore, that it will not be long before all roperies are placed under the same law.

I think I have now noticed all those points on which it seemed to me necessary to remark.

As far as I am able to judge, from my comparatively limited experience, the excellencies of the Factory Acts, as shown by their results, may be briefly summed up as follows:—They have produced already a healthier tone of mind and body in the classes in whose interests they were framed, and have paved the way to the further social and moral improvement of the labouring classes of this country. Their deficiencies seem to me to consist of a want of extension in some directions, and amelioration in others. I would add to this, that a difficulty exists in the due administration of these laws, owing to their number and differences, which serve sometimes to make the reading of them a little doubtful. Could they all be embodied in one concise yet



comprehensive Act, all their bearings might be made intelligible, and easy to be administered.

*The Workshop Regulation Act, 1867.*

I am happy to say that since my report of last year, I have succeeded in inducing the local authorities in almost every place in the subdivision to put the above Act in force.

Acting under your instructions, I have had personal interviews with almost all the governing bodies in the different localities, and the result has been that everywhere, with more or less success, steps have been taken to ensure a compliance with the law.

The following is a summary of what has been done, so far as I can ascertain:—

*Liverpool.*

Dr. Trench, medical officer of health, has been deputed to have the Act put in force. Abstracts and notices have been distributed throughout the town, and in all cases, where any irregularities are supposed to exist, the premises are visited by one of Dr. Trench's inspectors. The result has been that during the last six months several prosecutions have been instituted, and convictions obtained. Penalties have been inflicted varying from 5s. to 10s. for each offence.

I have reason to believe that the law is now generally recognized in Liverpool.

*Warrington.*

The Workshops Act has been in force here since July 1868. It has been placed in the hands of Mr. Heaton, sanitary inspector, who pursues a system of periodical visits, reporting weekly to the sanitary committee. I think the Act is fairly in operation in Warrington, and a few children are attending school under its regulations.

*Wigan.*

I have been in communication with the mayor of Wigan, and have had several interviews with the town clerk, but I am sorry to say, that although Mr. Heath, the sanitary inspector for the borough, has been appointed to take the working of the Act in hand, as far as I can ascertain little has yet been done to put it in force.

*Ashton-in-Mackerfield.*

I had an interview with the local highway board of Ashton, Sir Robert Gerard, Bart., in the chair, when it was decided that the Act should be enforced in the township on and from the 1st of October. Since then I have heard that Mr. Melling, assistant overseer, has had notices and abstracts issued, and has the care of the Act entrusted to him.

I believe, however, there is a question raised as to whether the local highway board have any powers under the Act.

*Prescot Township.*

After several interviews with the chairman and clerk of the local board, the Act is at length in operation here. Mr. Miller, assistant surveyor to the board, has been appointed Inspector. I have given him all the information in my power, and have had the pleasure of meeting him in his rounds, and, judging from his reports, which he then showed me, I should think he will soon have the law in fair working order.

*Prescot Union.*

I have no further information from the district included in this union than that two of the returning officers have been commissioned by the board of guardians to carry the law into effect in the several townships under their jurisdiction.

*Southport.*

Mr. Joseph Clark, inspector of nuisances, has been appointed Inspector under the Workshops Regulation Act. Here I have every reason to believe the Act is fairly in operation. In one or two instances prosecutions have taken place, and penalties have been inflicted for offences against its regulations.

*Ormskirk.*

The matter has, I believe, been placed in the hands of Mr. Superintendent Dersit, but I can get no further information, although I have written to the clerk to the local board, with whom I had previously had an interview.

*Borough of Bootle.*

I met, by appointment, the mayor, town clerk, and some of the council of this borough, when it was decided that Mr. Clegg, sanitary inspector, should have charge of the Workshop Act. He was furnished with a form of report, and received instructions to issue notices and abstracts to all workshops in the borough. This has since been done, and public notice given in the papers and by placards that the Act would be enforced.

*Newton-le-Willows.*

Mr. Brierley, clerk to the local board, has undertaken the duty of putting the Act in force in this township, but there are scarcely any places coming under its regulations.

*Cadishead, Irlam, Glazebrook, &c.*

Sergeant Seed, of the Patricroft police, has been instructed by the board of guardians to inspect the workshops in these villages, and has been round upon several occasions, but, I am afraid, without much effect.

The fustian cutters, who mostly populate these parts, are a very troublesome and difficult class of people to deal with, and, under the broad margin allowed by the Workshops Regulation Act, it would be almost impossible to detect their irregularities.



*St. Helen's.*

After an interview which I had with the mayor of this borough, it was decided that the law should at once be put in force, and the borough nuisance inspector received his appointment as Workshops Inspector, public notices and abstracts having been distributed. As, however, the nuisance inspector was shortly afterwards discharged, and a successor to the office has not yet been appointed, I am afraid the Act cannot be said to be yet in force in St. Helen's.

*Widnes.*

I have only recently been able to obtain an interview with the clerk to the local board of this township. He promised to bring the matter before the board, and I received a letter the other day, saying that a resolution had been brought by the board appointing Mr. Simpson, sanitary inspector, to be Workshops Inspector, and he would be instructed to put the Act into operation.

In dealing with the Workshop Regulation Act, I think one of the greatest difficulties will be found in the want of uniformity of action which must necessarily exist when a law like this is committed to the care of a variety of public bodies, differing in their views and modes of action, and often influenced by personal interests, which, in many cases, are closely affected by the working of the Act.

It cannot reasonably be expected that where, as in many cases, a majority of the governing body are connected with the workshop labour of any place which has enjoyed an immunity from any restrictions as to the conditions and duration of such labour, such a body shall be very zealous in their endeavours to enforce a law which will materially alter this state of things, and compel them to adopt an apparently less remunerative mode of carrying on their business.

Granting, however, that they may be all willing and anxious to have the law enforced, still the Workshop Regulation Act is so difficult of application, so open in its construction and bearing on many points, that there is much room for a diversity of opinion and interpretation, and consequently for a diversity of action in the methods and measures adopted for putting the law into effect. I cannot but think that it would be a wise regulation to place the labours of all Workshops Inspectors under the direction of the Factory Inspectors. Let the appointment rest, if it is so desired, with the local authorities, but let the further responsibility of the measures adopted to carry the law into operation rest with those who must be free from the suspicion of any personal jealousies or partialities, and who would thus be in a position to apply one uniform mode of procedure in every place in the kingdom.

That the dividing line of 50 between what constitutes a "Factory" and what a "Workshop" is (as you say in your report for the six months ending April 30th) an injustice, there can be little doubt; but it seems to me that the injustice lies not so much in placing the line of demarcation at 50, or at any other

number, as in the much greater amount of latitude which is allowed under the Workshop Act as compared with the Factory Act. I imagine there would be almost as great an outcry against the injustice of the thing, and with equal reason, were the line reduced to ten or seven, for you would always still leave a certain and considerable proportion of the trading community with greater advantages than their fellows.

It is for this reason that, whatever alterations or amendments may be in prospect with regard to our present labour-regulating laws, I should always advocate an assimilation rather than a re-adjustment of the present statutes; such an assimilation to be a blending of the two laws, not an extinction of the one for the purpose of generalizing the other, for I feel that in the class of industries brought under these acts of late years modifications and ameliorations of the rigid restrictions of the old factory laws are both necessary and politic.

I am, &c.

Robert Baker, Esq.,

CHARLES R. BOWLING.

Her Majesty's Inspector of Factories.

#### SUBDIVISION OF W. C. TAYLOR, South Ireland.

##### *The Factory Acts Extension Act.*

The Factory Acts Extension Act, 1867, is not popular in this district. The vast majority of the works which have been brought under its influence are small, some are very miserably so, and many have far more temptation, and certainly more occasion, to dismiss their hands altogether, and to retire from a struggling industry, than to overwork them in producing a supply for which there is no proportionate demand. One great object, therefore, of factory legislation, the preventing the rapacity of employers in the matter of overwork, is here commonly provided against by the natural and apparently permanent state of the Irish markets. Of such works are for the most part printing offices, book-binding establishments, tobacco manufactories, and in some cases "premises where the founding or casting any metal is carried on." Taking the above as the broad ground of their opposition, they complain of the minor requirements and provisions of the law. To them the enforcing the Act of Parliament appears only in the light of a novel tax on production, and as a disadvantage arbitrarily imposed on a few selected trades, while the great majority (I suppose through the non-enforcement of the Workshops Act) escape scot-free. They also complain, especially the tobacco manufacturers, of the difficulty of introducing into the business of their trades the regular hours which the Factory Acts make compulsory. The class of young persons (invariably boys) which is employed in the rolling and spinning tobacco is of the most degraded of the population, the class known as "street Arabs," and many members



of which I deliberately believe choose this occupation as much for the unlimited opportunity it gives them of chewing the unmanufactured article as for the sake of the miserable wage which they are paid. It is almost impossible to have any control over these workers, who come and go very much as they choose, and who constantly transfer their services from one manufacturer to another, as inclination or fancy tempts. The occupiers complain that the labour of keeping a register, and procuring certificates of age, under such circumstances, is considerable, and that the expense is a heavy burden. They complain that they cannot oblige their hands to come, while they are compelled to let them go, at a fixed hour; so that the loss is all theirs. They compare their position disadvantageously with that occupied by other traders upon whom the burden of these restrictions is not cast.

The complaint of the printers is in some points similar to and in some points different from this. The necessity of working regular hours is the prime grievance. In job printing the ordinary course of trade is seldom regular. There are periods of almost if not complete cessation from work, and there are others of great activity. An order comes in, and has to be executed within a stipulated time, and under the operation of the Extension Act, as the proprietors have constantly represented to me, they are reduced to the alternative of refusing the order or breaking the law. In such petty and wretched concerns as many of these offices are, depending perhaps solely upon such occasional jobs for their very existence, the alternative has certainly the appearance of being a harsh one.

An important part of letter-press printing is that which is employed in the printing of newspapers. It is with some regret I have to state that among no class of works have I found the extension of the Factory Acts so unpopular as amongst these. There is the less reason for this, as the business is of a far more regular character than that of job-printing, and both the proprietors and the workers are, as a rule, of a better class in life. Yet from no persons have I met a more consistent opposition, or experienced a more obstinate repugnance to the principles of the Act, than from the proprietors of the provincial press generally throughout my district. Perhaps their principal objection is against the Saturday half-holiday, but they complain also of the eight half-holidays provided for by 7 Vict. Cap. 15, Sec. 37, and, in a word, to the application of the law to them at all. Were there no permanent modification allowing a day other than Saturday to be substituted for the half-holiday that particular regulation would certainly bear hardly on the publishers of weekly and bi-weekly periodicals, but with this modification in force the objection appears to me unworthy of much consideration.

Most of the remarks which I have made respecting job-printing apply equally to the bookbinding trade, with which it is moreover commonly united.

In "premises where the founding or casting any metal is carried on" the Extension Act is not popular. The chief reason of this seems to be the thin and sometimes almost insensible line of demarcation which separates these premises from others, where similar, though not the same processes, are used.

There is a miscellaneous class of factories embraced by the definition "any premises employing 50 or more persons." Amongst these I have found great dissatisfaction with the law. They complain of being singled out from among numerous other works which approach very nearly or scarcely at all fall short of them in numbers, and they consider that this places them at a disadvantage in the ordinary competitions of trade. They question the propriety of subjecting the larger and presumed better regulated establishments to a stricter inspection than the smaller and notoriously worse regulated. In their view, the principle is precisely the reverse of what it should be. I cannot but say that there seems to me to be some reason in both these complaints. Even if the Workshops Act was enforced, which it is not (at least here), it might still strike a candid observer as an anomaly that the larger powers of inspection should be applicable only to the larger class of works, wherein breaches of the law and of humanity are less probable and more easily detected, and the lesser powers to the smaller class of works, wherein oppression and evasion of the law is not only far more likely to but notoriously does exist. It is difficult, again, to see clearly why the number 50 should even have been chosen, at which to draw the line of distinction between a factory and a workshop. Viewed in any of its practical results, it is not to be justified by experience. Is a corn mill employing 40 different in any essential from a corn mill employing 50 hands? Is a millinery establishment employing 45 less a workshop or more a factory by taking on five more workers? The only reason that can be imagined for the selection of that particular number is, that the line must be drawn somewhere, a reason which, giving it the fairest consideration of which it is capable, must be deemed very inadequate.

The educational advantages of the Factory Extension Act of 1867 are not to be found in my district; there is no one under it employing young persons below the age of 13.

A very serious difficulty which I have had to encounter in enforcing the requirements of the Act is connected with the question of surgeons' fees. Nothing can be more unsatisfactory and vexatious than the state of the law on this point, as I understand it, and as it is understood by the medical officers in my district. That understanding, indeed, amounts to no more nor less than a misunderstanding, for I know not of any two persons who exactly agree on the matter at all, and I confess that it is in my mind involved in a mystery that I vainly strive to pierce. If I take the scale laid down in 7 and 8 Vict. cap. 15, sec. 13, it seems utterly absurd and incredible to suppose that any respectable medical practitioner would visit a factory professionally for



an occasional shilling ; and yet I am constantly appealed to by the occupiers of factories to say if this is not all that is permitted by the law as there contained. I should be greatly obliged to you for an authoritative and final statement on this head, applicable to all factories alike, and if possible in the shape of a printed form, that I might exhibit or circulate as occasion arose. The consequences resulting from the present state of uncertainty are very disastrous, and tend to confuse and obstruct the simple provisions of the law. Occupiers of factories hold back from incurring a debt to a surgeon the amount of which they have no certain means of knowing, and constantly prefer to run the chance of detection, and then plead ignorance of the exact nature of their obligations. Surgeons are in some cases averse from applying for the fair remuneration of the work which they have done, ; in others, they require a sum which the owners consider exorbitant ; in still others they almost give up the attempt to carry out their duties altogether, and plead the difficulty of obtaining their fees as an excuse. It thus comes about that suspicion and ill-feeling is engendered between these two ; the one is called parsimonious, the other grasping, and a new and needless difficulty is thrown in the way of the execution of the duties of inspection.

The sanitary condition of the factories which I have visited is on the whole satisfactory.

There has been a general immunity from accidents throughout my district, especially from any resulting from unfenced and dangerous machinery. In this matter of dangerous machinery I have universally found factory owners pervious to reason and anxious to take all precautions.

#### *The Workshop Regulation Act.*

The Workshop Regulation Act in my district is wholly inoperative. It is worse ; it is a "dead letter." It is worse still ; it is deliberately and wilfully ignored. I can only name two towns within the whole circuit of the district, extending over nine entire and parts of two other counties, where even a pretence has been made of an intention to carry out the law. These two towns are Cork and New Ross. In the former town I have been present at two meetings of a special committee, deputed from the corporation to take the matter into consideration, and in the latter at one meeting of the town commissioners. But no permanent practical result has in either case been obtained. Every assistance which it was in my power to afford by advice or co-operation I have freely offered, but to no effect. Every opportunity which I have had of pressing their evident duties on the local authorities I have invariably utilized to the best of my ability. The fact is that the local authorities have no desire that the law should be carried out at all. Many of them are proprietors or part proprietors of workshops themselves, and they have perhaps no great reason to wish that their premises should be open to inspection, and their hours of labour to restraint.

They are unwilling, moreover, to undertake new duties involving increased expense. I fear there is but little chance of the Workshop Regulation Act obtaining the beneficial results which it was instituted to obtain, so long as the power of putting it in operation is vested in local authorities.

At the same time it must in fairness be confessed that there are anomalies in the Act itself which it is not easy to explain away, and which would always stand in the path of its successful application. I do not understand, for instance, how the age of the young persons and children is intended to be gauged, for there is no provision to that effect. I do not perceive the value of an Inspector of Workshops if he is unable to enter any workshop for purposes of inspection without an order from a magistrate. How is he to obtain evidence of the state of a workshop sufficient to satisfy a magistrate, if he cannot get in to collect it? When a gentleman asked me at one of the meetings on this subject that I attended at Cork, whether an Inspector appointed by local authorities might not under such circumstances be prosecuted for trespass were he to insist on entering a workshop, I confess I did not feel able to answer the question satisfactorily to myself. The power of the Inspectors of Factories is also somewhat anomalous. These may enter workshops at any time, though the Workshop Inspectors may not, while the only result of their visit seems intended to be that it shall be reported within six months to the Secretary of State. There is also a power, under the Sanitary Act of 1866, which is not very clearly explained.

But while fully recognising the reality and magnitude of these difficulties, I am far from believing them insuperable would local authorities but apply themselves with diligence and willingness to the duties with which they have been intrusted. This, within my experience, they show no inclination whatever to do. It is not that they are ignorant of them, but that they consistently conspire to misunderstand or ignore them. In one instance, in the case of a town containing 10,000 inhabitants, I was told that this matter had been under the consideration of the authorities, and that they had decided that there was no workshop in the town at all. In many others I have had experience of the law being simply treated with ridicule and contempt. I have been told that it was never intended to be carried out, and have been asked, who is to compel its enforcement? My remonstrances have been more commonly treated with silent contempt.

I now proceed to offer a few suggestions, qualified by what I have said in the earlier part of my report. I venture to advise that printing offices be placed under the Workshops Act; that the number 50 in the miscellaneous class of factories be considerably reduced; that the duties and scale of remuneration of certifying surgeons be revised and more clearly laid down; that the Factory Acts and Workshop Act be brought more into harmony, so that the operation of the one will facilitate, not obstruct, the operation of the other; that executive powers under the latter be either wholly vested in or wholly disassociated



from the factory department; that section 9 be repealed; and that it be lawful for any Inspector of Workshops to enter any workshop in the same manner as the Inspectors and Sub-inspectors of Factories.

I am, &c.,

Robert Baker, Esq.

WHATELEY COOKE TAYLOR.

SUBDIVISION of GEO. HUDSON, Esq., including Wolverhampton, Walsall, Willenhall, Brierly Hill, Darlaston, Sedgley, and Pelsall.

Goldthorn Hill, Wolverhampton,

SIR,

Nov. 29th, 1869.

I HAVE received your instructions to prepare a report of the working of the Factory Acts Extension Act, 1867, and of the Workshops Regulation Act, in my district. I think I shall best comply with them by giving a summary of the works under my jurisdiction, and then adding a few remarks upon them. There is nothing in my district to call for any special observation, therefore it will not be necessary to make any lengthened report, the more so as you will doubtless receive all the information you require from Sub-Inspectors of longer experience than myself.

Wolverhampton district.

Under Act of 1864:—Pipe maker	-	-	-	1
Maker of ornamental tiles	-	-	-	1
				<u>2</u>

Under Act of 1867:—Iron mills	-	-	-	7
Blast furnaces	-	-	-	2
Manufacturers of machinery	-	-	-	2
Miscellaneous metal works	-	-	-	66
Brass and iron foundries	-	-	-	37
Printing shops	-	-	-	17
Bookbinding shops	-	-	-	4

Other factories employing 50 hands:—

Lock and key making	-	-	-	4
Shoe factories	-	-	-	2
Varnish making	-	-	-	1
Tin toy making	-	-	-	1
Artificial manure making	-	-	-	1
				<u>9</u>

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Willenhall district.

Under Act of 1864:—Pipe making	-	-	-	1
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Under Act of 1867 :—	Iron mills	-	-	-	2
	Blast furnaces	-	-	-	2
	Miscellaneous metal works	-	-	-	31
	Iron and brass foundries	-	-	-	6
	Printing shops	-	-	-	3

Other factories employing 50 hands :—

	Lock making	-	-	-	1
	Artificial manure making	-	-	-	1
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					<hr/> 46
					<hr/> <hr/>

Walsall district.

Under Act of 1864 :—	Pipe making	-	-	-	3
					<hr/>

Under Act of 1867 :—	Iron mills	-	-	-	7
	Blast furnaces	-	-	-	3
	Glass manufacturing	-	-	-	1
	Iron and brass foundries	-	-	-	34
	Miscellaneous metal works	-	-	-	32
	Printing shops	-	-	-	6

Other factories employing 50 hands :—

	Currying	-	-	-	3
	Lock making	-	-	-	2
	Buckle making	-	-	-	1
	Fancy leather goods making	-	-	-	1
	Buckle cutting	-	-	-	1
					<hr/> 8
					<hr/> 91
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Brierly Hill district.

Under Act of 1864 :—	Potteries	-	-	-	7
	Ornamental tile making	-	-	-	2
					<hr/> 9
					<hr/> <hr/>

Under Act of 1867 :—	Iron mills	-	-	-	17
	Blast furnaces	-	-	-	4
	Glass manufacturing	-	-	-	21
	Miscellaneous metal works	-	-	-	9
	Iron and brass foundries	-	-	-	9
	Brick making, where more than 50 hands are employed	-	-	-	7
					<hr/> 67
					<hr/> <hr/>



## Darlaston district.

Under Act of 1864 :—Pipe making	-	-	-	1
				<hr/>
Under Act of 1867 :—Iron mills	-	-	-	3
Blast furnaces	-	-	-	2
Miscellaneous metal works	-	-	-	28
Printing shop	-	-	-	1
Foundries	-	-	-	4
				<hr/>
				38
				<hr/>

## Sedgley district.

Under Act of 1864 :—Ornamental tile making	-	-	-	3
				<hr/>
Under Act of 1867 :—Iron mills	-	-	-	7
Blast furnaces	-	-	-	5
Iron foundries	-	-	-	8
Miscellaneous metal works	-	-	-	7
Maker of machinery	-	-	-	1
Other factories employing 50 hands :—				
Brick making	-	-	-	1
Chemical works	-	-	-	1
				<hr/>
				2
				<hr/>
				30
				<hr/>

## Pelsall district.

Blast furnace	-	-	-	1
Iron mill	-	-	-	1
Iron foundry	-	-	-	1
Brick making, where more than 50 hands are employed	-	-	-	1
				<hr/>
				4
				<hr/>

From this summary it will be seen that the great bulk of my works were brought under the operation of the Factory Act for the first time by the Factory Acts Extension Act of 1867. Those which were under the law previous to 1867, with the exception of some makers of ornamental tiles, were all of a very insignificant character.

I wish to take this opportunity of expressing my obligations to the manufacturers generally of this district for the prompt and ready assistance they have afforded me in my endeavours to carry out the Factory Act, and for the attention they have paid to the suggestions which I have made to them, as well as for the valuable hints I have from time to time received from them.

The principle of the Factory Act, so far as the limitation of the hours of labour of women and young persons is concerned, is, I think I may venture to say, universally approved of in my district. The principle objections to it are the unfairness of the competition with workshops, owing to the non-enforcement of the Labour Regulation Act, and the fees for medical certificates. With reference to the Labour Regulation Act, I shall have a word to say hereafter. The objections to the medical fees are twofold; firstly, it is argued with great plausibility, that if the state requires the examination of young persons by qualified medical officers the expense ought to be defrayed by the state. To this objection I have always found it difficult to give a satisfactory answer. Secondly, that seven working days is not a sufficient time to fairly test the character and capabilities of the young employés. I think this last objection might be met by allowing 13 days instead of seven; this would much reduce the labour of certifying surgeons, and proportionably diminish the expenses of manufacturers. So great is the burden of medical fees in the smaller factories, that it would not have been possible to carry out the Act had it not been for the generosity and kindness of the certifying surgeons. This is especially the case in small casting shops, where boys seldom stay more than three or four months, sometimes not more than a fortnight. The reason they generally allege for leaving their last place is that they had been ill-treated by their masters. These boys are for the most part grossly ignorant. At the present time, when a young person leaves a place and returns, after however short an absence, his or her name has to be re-entered in the register, and a fresh medical certificate is required. It frequently happens that boys leave, stay away for two or three weeks, and return again. In these cases I have not deemed it advisable to require a strict compliance with the law, and I have allowed their names to be re-entered without any fresh medical certificate. I should recommend, however, the period to be fixed in future at six months, within which, if a young person returns, no fresh certificate will be required.

With the exception of blast furnaces, I do not think that the Factory Act has at all diminished the number of young persons employed in factories. The inconvenience of boys under that age not being allowed to work the double turn has induced many firms to entirely discontinue the employment of boys under that age in blast furnaces. Exactly the reverse is the case as to children. I have only three firms in my district who employ more than three children; and so far from the disinclination to employ them diminishing it is absolutely increasing. The number of half-timers employed at present is less than when I was appointed to this district in December last. The system is not less disapproved of by the parents. I have known cases where they have removed their children from factories to place them in workshops, in order to save the expense of schooling, and to obtain more wages by longer hours of work. The general rule is, when the Factory Act is brought into operation, the manufacturers dis-



charge all children under 12 years of age, remarking either that it is not their business to educate the children, or that they cannot be bothered with school books, or something of the sort; and these for the most part obtain employment in workshops, though some, of course, who otherwise would be working in factories, are sent to school. Some manufacturers conscientiously object to employ children under 12 years of age, considering that it is detrimental to their health. Where the half-time system answers the best is where a father employs his own sons, and one of them works in the morning and goes to school in the afternoon, and the other goes to school in the morning and works in the afternoon, but these instances are not numerous. I know one man, however, at Walsall, who continues to employ his son as a half-timer, though he is more than 12 years of age and might have him re-certified as a full-timer; but this man is an enthusiastic supporter of the Factory Act.

I would here recommend to your consideration the propriety of abolishing the obligation of manufacturers giving notice to an Inspector that women and young persons will only be employed 10 hours a day, where children are employed alternate days, as being unnecessary. I know of one firm to whom this would be a great convenience.

I think the half hour's extra labour can hardly be considered oppressive to children, and the difficulty which they sometimes experience in reaching school at two o'clock in the afternoon, where they live at some distance from their work, and the school again is some distance from their homes, makes them unpunctual, and, I have no doubt, retards their progress.

My principal difficulty has arisen from the men who employ the boys. They are for the most part very ignorant; sometimes unable to read the Factory Act; almost always unable to understand it. It is not, therefore, surprising that they are frequently very negligent in bringing the boys into the office to be registered. This is especially the case in iron mills. The plan I have adopted is to tell the clerks who have charge of the books that when they find men employing boys without being registered to let me know, and whenever they do so I always come, and explain the law to the actual employer, and warn him of the consequences which may ensue. By these means I am in hopes I shall succeed in getting the law carried out without having recourse to prosecutions. I ought to add, that in some cases there is great carelessness on the part of the manufacturers themselves. This is more especially the case in the Walsall district.

I am happy to say that as far as the hours of labour are concerned the Act is working itself out, that is to say, boys will not stay beyond the hours allowed by law. As a proof of this, I may cite the case of a manufacturer who changed his hours of work from six to six to seven to seven, at the commencement of last October, without waiting for the arrival of the usual seven to seven notice, who wrote to me to complain that he could not persuade the boys to stay later than six o'clock.

The recent modification permitting printers to work from seven to seven all the year round has proved a great boon, and has been generally adopted by them throughout my district.

I think I may safely say the Workshops Regulation Act is as yet completely a dead letter throughout my district. In accordance with your instructions, I sent your letter of inquiry to the different local authorities, but as yet no active steps have been taken to enforce the law. Your letter was indeed read before the town council of Wolverhampton by the town clerk, and has been referred by them to a select committee, from which it has not yet emerged.

I would here venture to suggest that in any future legislation numbers should be the sole test of the distinction between factories and workshops. To show the absurdity of the present law, there is a brass-founding establishment in Wolverhampton where between 30 and 40 hands are employed, but as they have recently given up casting they are now under the Workshops Act; whereas I have a great many small jobbing casters who only employ two or three hands, but who come under the Factory Act. It is not necessary to expatiate on the oft-told tale of the unfairness of the competition between those factories where more than 50 hands are employed and those where less than 50 are employed, and between those where steam power is used and those where it is not; in the one case the hours of labour are restricted; in the other they are practically unlimited.

The number of changes among boys varies greatly. It depends partly upon locality, but principally upon the state of education and nature of employment. The changes are less frequent in the Pelsall and Brierly Hill districts than in the towns. Printing, glass cutting, and japanning are the occupations where the boys are most highly educated, and where the changes are the fewest; iron and brass founding, iron mills, and bolt and nut manufacturing, where it is lowest and changes most frequent. The changes are to be accounted for by the slackness of trade during the summer months, the temptation of higher wages, and the quarrels which arise between boys and their actual employer, as well as the love of change and variety. I have known instances where a boy, tempted by higher wages, has left a factory and entered a workshop, but after the experience of a few weeks, having found the higher wages insufficient compensation for the longer hours, has left the workshop, and returned to the factory. A boy or girl's name sometimes appears two or three times in the same register, having left and returned again. I have also traced the same name on the register of as many as three factories within six months. The manufacturers are generally agreed that after 16 young persons settle down to their occupations, and gradually become more staid.

Accidents are unfortunately very numerous in my district. I confidently hoped when I was first appointed Sub-Inspector of it in last December that by vigilance and care I should be able to diminish their number, but, I am sorry to add, further experience



has completely changed my opinion. It is satisfactory to be able to say that a great many of them are very slight, and the deaths are a very small per-centage of the whole number; still, the number of deaths returned to the Factory Office does not represent more than half the total number, as the sufferers frequently linger for some days after the accident has been reported. The greater part of them take place in iron mills and blast furnaces, and are chiefly burns caused by flashes from the rolls or hammer, or by the foot slipping at a critical moment, and the sufferer falling on a sheet of hot iron, by the spilling of molten metal, and by explosions. Very few of them are caused by machinery in motion. I would here make one exception as to the possibility of preventing accidents; I allude to the melancholy accident which has recently occurred through the ignition of spirits of tar. Since its occurrence I have made a careful inspection of those works where any inflammable fluid is kept, and I am happy to be able to state that in most of the larger ones it is kept locked up either in a fire-proof cellar or in some building entirely unconnected with the factory, and I hope to be soon to be able to report that it is everywhere placed under lock and key under the care of some responsible person. I should recommend in future that no accident need be reported in any factory unless the person injured is compelled to stay away from his ordinary work on account of it for 48 hours. There can be no reason why the time should be longer in iron mills, blast furnaces, and foundries than in other works.

There is only one manufacture peculiar to my district,—awl blade making. This is the staple trade of Bloxwich. It has long been in a depressed condition, and is likely to continue so, the invention of the sewing machine having in a great measure superseded the use of awl blades in making shoes.

I cannot say the education in my district is in a satisfactory state; far from it. After making every allowance to them for the distress which has undoubtedly prevailed for some years past in South Staffordshire, owing to the bad state of the trade, there still remains considerable blame due to the parents. There seems to be, of course with many exceptions, a lamentable indifference to it on their part; no sense of responsibility, no desire for the improvement of their children; but I must not be too hard upon them; when they have to think about how to supply so many mouths with daily bread, how should it be otherwise? It is not likely that they will turn their attention to the education of their offspring until they are able to provide them with sufficient food and decent clothing. I do not consider night schools, where the teachers are few and the scholars numerous, places well adapted for elementary instruction; besides, it is not easy to comprehend what a difficult task it is for a boy of 14, who is totally ignorant, after a hard day's work to learn reading and writing at a night school. The great desideratum which we want is that children should receive sufficient education to be able to read and write tolerably well, and have some knowledge of the first four rules of arithmetic, before beginning to work full time; then night schools

might be appropriated to their proper use, which is to give young persons some knowledge of history and geography, and above all to implant in their minds some taste for useful and profitable reading. The occupations for the most part here do not afford much encouragement to education; that is so say, the boys and girls who are good scholars do not earn any more wages than those who are totally ignorant. For instance, I have examined girls in brick-yards of 17 or 18 who could not read their own names in writing, and who could only read printed books with great difficulty, and after spelling many words, yet those girls were good workers, and were making 9s. or 10s. a week. I was talking lately to a boy about 16 in an iron mill, who was a good worker, and very civil and respectable, yet, though that boy was totally ignorant, he was making 15s. a week. The education of the girls here, as in most other places, is inferior among the working classes to that of the boys; their most common excuse for not going to school is either that their mother cannot spare them at home, or that they have not good enough clothes. It would be very desirable that some instruction in culinary arts and domestic management should be given to them. They generally marry between 17 and 21, and as all their lives have been passed in factories they have no knowledge how to keep house, and are generally very bad managers.

The very large number of boys who are employed in iron mills, and work days and nights alternate weeks, is also a great impediment to the success of night schools, as at most they can only attend every other week; and how difficult it must be to make arrangements for such pupils it is easy to conceive. The practice so much in vogue of working from seven to seven is also unfavourable to night schools. A boy often does not reach home till a quarter past seven, which leaves only a quarter of an hour for him to wash, get dressed, drink his tea, and reach the night school. Boys to derive the full advantage of night schools ought to leave off work at six o'clock. Still it is impossible to doubt that education has recently received a great stimulus, and will every year make further progress, and that the passing of the Factory Acts Extension Act of 1867 will ever be considered one of the main causes of its extension.

I wish here to mention three firms as deserving of especial praise for the interest they have manifested in the education and welfare of their workpeople. I allude to the Great Western Railway Company, Messrs. Bloomer, and Messrs. Foster. Each of these firms has established a reading room and a lending library for the use of their workpeople.

My attention has been much called by manufacturers to the question of overtime. They frequently tell me that during most months in the year they work far less than the hours allowed by law, but during one, two, or three months is their busy time, and then they would like to be allowed to work one or two hours beyond the regular time. I think some extension of the privileges now allowed to bookbinders might be introduced with



advantage as to females over 18 years of age. I would not recommend them to be extended to young persons.

I have already mentioned most of the alterations which I should recommend, but there are still two additional ones; first, that the hours of labour in workshops both for women and young persons should be assimilated to those in factories, that is, from 6 to 6 in summer, and either from 6 to 6 or from 7 to 7 in winter for women and young persons, and for children either the morning or the afternoon as at present, or three alternate days during the week, and that where the manufacturers work from 6 to 6 one hour and a half should be allowed for meals between half-past 6 o'clock in the morning and 6 o'clock in the evening; this would enable firms who work from 8 to 1 and 2 to 7 in summer to work from 7 to 12 and 1 to 6 in winter. This cannot be done at present.

I have, &c.

GEORGE HUDSON.

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## APPENDIX No. 2.

RETURN of PROSECUTIONS for OFFENCES against the FACTORIES, &c. REGULATION ACTS, in the DISTRICT of ROBERT BAKER, ESQ., Inspector of Factories, for Half-year ended 31st October 1869.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.			<i>Informations laid by Mr. Steen.</i>			
Aug. 2	John Greenwood, fustian cutter, Congleton.	Robert Beales, Esq., M.D. Mayor, and E. H. Solly, Esq.	Employing a young person after 6 p.m. -	£ s. d. 1 0 0	£ s. d. 0 16 0	
"	"	"	Employing a young person after 6 p.m. -	-	0 12 0	Withdrawn on payment of costs.
Sept. 20	J. Marler & Bros., cotton spinners and manufacturers, Newton Moor.	John Sidebotham, Esq., John Wood, Esq., and Alfred K. Sidebottom, Esq.	Employing five young persons and females after 6 p.m.	5 0 0	2 19 6	
"	"	"	Employing 15 young persons and females after 6 p.m.	-	5 7 0	Withdrawn on payment of costs.
"	"	"	Employing a young person without a surgical certificate of age.	-	0 4 6	Withdrawn on payment of costs.
"	Hibbert & Aspland, cotton spinners and manufacturers, Hyde.	"	Employing seven young persons and females after 6 p.m.	7 0 0	2 15 6	
"	"	"	Employing three young persons and females after 6 p.m.	-	0 17 6	Withdrawn on payment of costs.



## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.			<i>Informations laid by Captain May, R.N.</i>			
May 7	John Jukes, Longton	J. E. Davis, Esq., Stipendiary, Stoke-on-Trent.	Neglecting to cause his child to attend school	£ s. d. 0 5 0	£ s. d. 0 16 0	
" 19	Esther Morgan	J. E. Davis, Esq., Stipendiary, Longton.	Neglecting to cause her child to attend school	0 5 0	0 12 0	
" 20	Livingstone & Buchanan, Stafford.	Jonas Pilling and Wm. Jones, Esqs., Stafford.	Employing three young person after 6 p.m.	1 0 0	0 11 0	Two cases withdrawn on payment of costs.
Aug. 17	Michael Cullen, Burslem	J. E. Davis, Esq., Stipendiary, Burslem.	Employing a child before noon and after 1 p.m. on the same day.	1 0 0	1 2 0	
" 26	Joseph Guest, Tunstall	J. E. Davis, Esq., Stipendiary, Tunstall.	Employing a young person without registering his name.	-	0 7 0	Withdrawn on payment of costs.
Oct. 26	Jos. Reeves, Burslem	J. E. Davis, Esq., Stipendiary, Burslem.	Employing a child before noon and after 1 p.m. on the same day.	-	0 7 0	Withdrawn on payment of costs.
May 10	Robert Williams & Co., Brickhouse Iron Works, West Bromwich.	Isaac Spooner, Esq., Stipendiary, West Bromwich Police Court.	Neglecting to enter name of young person in register.	1 0 0	0 18 6	{ Adjourned, and afterwards withdrawn, as the young person proved to be over 16, which in case of iron mills = 18 till July 1st 1870.
"	"	"	Same in case of another young person	-	-	

## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.			<i>Informations laid by Mr. Blenkinsopp—cont.</i>	£ s. d.	£ s. d.	
May 10	Robert Williams & Co., Brickhouse Iron Works, West Bromwich.	Isaac Spooner, Esq., Stipendiary, West Bromwich Police Court.	Employing young person more than seven days without surgical certificate.	-	-	Adjourned, Defendants pleading that a certificate had been obtained, but the surgeon had made a mistake in the name. Afterwards withdrawn.
July 5	Joseph Hamblet, New Piercy Brick Works, West Bromwich.	"	Employing a young person after 2 p.m. on Saturday.	1 0 0	0 17 0	
"	"	"	Same offence in case of another young person	1 0 0	0 17 0	
Aug. 19	John Henry & Co., Colthorpe Paper Mill, Thatcham, Berks.	G. E. Cherry, Esq., Chairman, W. G. Mount, T. Mathews, H. R. Eyre, C. S. Slocock, and W. Chatteris, Esqs. Petty Sessions, Newbury, Berks.	Employing a woman at night	2 0 0	0 17 6	
"	"	"	Same in case of female young person	-	0 8 10	With the consent of the bench these three cases were withdrawn.
"	"	"	Employing a male young person for more than 14 hours out of a period of 24 hours.	-	0 11 0	Defendants pleaded the difficulty of understanding the law, and promised strict attention for the future, paying the costs in all four cases.
"	"	"	Same in case of another young person	-	0 9 0	



## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.						
Aug. 18	John Davidson, Conswater Rope Works, Ballymacarrett.	Edward Orme, Esq., R.M., Samuel McCauland, Esq., J. P., Belfast Petty Sessions.	<i>Informations laid by Mr. Cramp.</i> Employing two male young person after 6 o'clock in the evening of 2nd August.	£ s. d. 2 0 0	£ s. d. 0 5 0	
"	"	"	Employing four male young persons after 6 o'clock in the evening of 2nd August.	-	0 8 0	Withdrawn on payment of costs, the bench being of opinion that the above penalties would be sufficient.
Oct. 23	Arnolt & Co., of 11, 12, 13, 14, & 15 Henry Street, Dublin, general outfitters.	Charles Joseph O'Donnell, Esq., Stipendiary Magistrate, Inns Quay Police Court, (North side), Dublin.	<i>Informations laid by Mr. Bignold.</i> Employing five females during the dinner hour of 7th October 1869.	1 0 0	0 5 0	At the suggestion of the magistrate, one case only was proceeded with, the others being withdrawn; costs allowed.
"	"	"	Employing five females after the hour of 2 o'clock p.m. on Saturday, 2nd Oct. 1869.	1 0 0	0 5 0	In this prosecution also one case only was proved, and the rest withdrawn at the suggestion of the magistrate; costs allowed.

## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.			<i>Informations laid by Mr. Mostyn.</i>	£ s. d.	£ s. d.	
Aug. 14	David Jones, Cwmqwilli Factory.	Sir J. Hamilton, Bart., Archdeacon Williams, Richd. Jennings and W. E. B. Gwyn, Esqs., Carmarthen.	Working a young person without registration and without a certificate, and also working a young person and a female after 6 p.m.	6 0 0	1 6 0	
"	William King, Pen-y-banc Factory.	" "	Working a female after 6 p.m.	1 0 0	0 6 6	
Sept. 29	David Williams & Son, printers, Llanelly.	Lt.-Col. Stepney, M.P., Capt. Cross, David Lewis, and John H. Rees, Esqs., Llanelly.	Working two young persons after 6 p.m.	2 0 0	0 17 0	
"	South Wales Press Co., Llanelly.	" "	Working three young persons after 6 p.m.	3 0 0	1 3 0	
"	George Broom, printer, Llanelly.	" "	Working a young person after 6 p.m.	-	0 9 0	Case dismissed on evidence being given that the young person had been employed all day in book-binding, and not in printing. 9s. costs paid by sub-inspector for the Crown.
Oct. 27	Dowlais Iron Co., Dowlais	J. C. Fowler, Esq., Stipendiary for Merthyr, Merthyr.	Working two children under 13 in the night	-	-	Decision deferred till 10th November 1869.



## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.			<i>Informations laid by Mr. Mostyn—cont.</i>	£ s. d.	£ s. d.	
Oct. 30	Llansamlet Tin Plate Co., Morriston.	C. T. Wilson, N. P. Cameron, and Horman Fisher, Esqs., Swansea.	Working two young persons after 6 p.m. - -	2 0 0	1 2 0	
"	Voss & Co., Swansea Tin Works.	" "	Working five females after 6 p.m. - -	7 10 0	2 17 11	
June 15	Messrs. Allan & Co., Luton Street, Liverpool, engineers, and brass founders.	A. Turner and J. Torr, Esqs., Liverpool.	<i>Informations laid by Mr. Bowling.</i> Employing a young person under 16 years of age in the night.	2 0 0	0 6 6	
"	"	"	Similar offence on another occasion - -	2 0 0	0 4 6	
"	"	"	Employing a young person under 16 years of age after 2 o'clock on Saturday afternoon.	1 0 0	0 4 6	
"	"	"	Employing a young person under 16 years of age without having registered his name and the date of his first employment.	-	0 4 6	Withdrawn on payment of costs.
May 21	Henry Denton, St. Peter's Walk, Wolverhampton.	Isaac Spooner, Esq., Stipendiary.	<i>Informations laid by Mr. Hudson.</i> Employing a young person under 16 years of age without having first registered his name and date of employment.	1 0 0	0 9 0	

## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty. £ s. d.	Amount of Costs. £ s. d.	REMARKS.
1869.			<i>Informations laid by Mr. Hudson—cont.</i>			
May 21	Henry Denton, St. Peter's Walk, Wolverhampton.	Isaac Spooner, Esq., Stipendiary.	Employing the same young person for more than seven days without a surgical certificate.	1 0 0	0 9 6	
May 28	Thomas Ready, Bilston Street, Wolverhampton.	"	Employing a young person under 16 years of age without having first registered his name and date of employment.	1 0 0	0 13 3	The sub-inspector found other boys working who had neither been registered or certified, but as his object was publicity and example, and not punishment, informations were only laid in one case.
"	"	"	Employing the same young person for more than seven days without a surgical certificate.	1 0 0	0 13 3	
July 30	William Hickman, Gold Street, Northampton, letter-press printer and bookbinder.	The Mayor and others	<i>Informations laid by Mr. Girardot.</i> Employing a young person after 6 o'clock p.m. without special permission; and the evidence of the young person was that he was frequently employed from 6 a.m. to 9 p.m.	1 0 0	0 7 6	This being a second offence within twelve months, the sub-inspector asked the bench for two thirds of the highest penalty, as the statute directs; the bench, however, were of opinion that the lowest penalty was sufficient.
"	"	"	Employing another young person in same manner	1 0 0	—	
"	"	"	Employing another young person in same manner	1 0 0	—	



## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty.	Amount of Costs.	REMARKS.
1869.			<i>Information laid by Mr. Fitton.</i>	£ s. d.	£ s. d.	
June 28	Edward Burton, brick and tile maker, Ironbridge, Salop.	Henry Dickenson, Esq., and William Penny Brooks, Esq., Town Hall at Much Wenlock.	Employing a child in the brick and tile sheds without having entered his name on the factory register.	-	0 17 10	Dismissed.
Nov. 26	R. Davies, Cynwyn	Col. Tottenham, Capt. Tayler, Rev. — Wynn, and C. Tottenham, Esq., Corwen Petty Sessions, Corwen.	<i>Informations laid by Mr. Kent.</i> Employing a child without entering name in register.	2 0 0	0 13 6	
"	"	"	Employing a child without a surgical certificate -	-	0 13 6	Withdrawn on payment of costs.
"	"	"	Employing a child without schoolmaster's certificate.	-	0 18 6	Withdrawn on payment of costs.
June 10	Thomas Empson, Fleet Street, Birmingham, button manufacturer.	S. Thornton and C. Sturge, Esqs.	<i>Informations laid by Mr. Astley.</i> Employing two young persons without a surgical certificate.	-	0 18 0	Two cases. Withdrawn on payment of costs.
"	Thomas Milliner, Mill Street, Birmingham, gun iron manufacturer.	"	Employing two young persons after 6 p.m.	-	0 18 0	Two cases. Withdrawn on payment of costs.



## RETURN OF PROSECUTIONS—continued.

Date.	Names and Addresses of Persons summoned.	Names of the Magistrates who heard the Case, and Place of Hearing.	Nature of the Offence.	Amount of Penalty. £ s. d.	Amount of Costs. £ s. d.	REMARKS.
1869.						
Oct. 1	John Allday, Mott Street, Birmingham, jeweller.	T. Goodrich and C. Sturge, Esqs.	<i>Informations laid by Mr. Astley—cont.</i> Employing one young person after 6 p.m.	1 0 0	1 5 6	One case. Minimum fine of one pound inflicted, together with payment of costs.
" 15	Overs & Webb, Great Charles Street, Birmingham, bookbinders.	— Manton and T. Goodrich, Esqs.	Employing two young persons without a surgical certificate, and employing one child for more than six hours and a half.	-	1 7 6	Three cases. Withdrawn on payment of costs.
Nov. 4	Thomas Verity, tobacco manufacturer, Lancaster.	Richard Hinde, Richard Coupland, and Thos. Howitt, Esqrs.	<i>Informations laid by Mr. Faussett.</i> Employing a child before noon and after one o'clock of the same day.	1 0 0	0 12 0	
"	"	"	Employing a child without procuring a school certificate.	1 0 0	0 9 6	
"	"	"	Employing a child without registering his name, &c.	-	0 6 0	Withdrawn on payment of costs.
"	"	"	Employing a child without procuring a surgical certificate.	-	0 6 0	Withdrawn on payment of costs.
"	John Swainson (foreman to preceding).	"	Obstructing the sub-inspector by preventing a child from appearing before him.	3 0 0	0 9 6	



## APPENDIX No. 3.

TABLE No. I.—*Accidents arising from Machinery.\**

Nature of Injury.	Adults.		Young Persons.		Children.		Total.		
	M.	F.	M.	F.	M.	F.	M.	F.	M.&F.
Causing death - - -	33	1	14	-	6	-	53	1	54
Amputation of right hand or arm	2	-	3	-	3	-	8	-	8
Amputation of left hand or arm	4	-	3	-	1	-	8	-	8
Amputation of part of right hand	23	7	25	6	8	4	56	17	73
Amputation of part of left hand	25	4	13	7	6	3	44	14	58
Amputation of any part of leg } or foot - - -	4	-	2	-	-	-	6	-	6
Fracture of limbs or bones of } trunk - - -	22	3	17	3	5	2	44	8	52
Fracture of hand or foot -	24	4	11	6	6	3	41	13	54
Injuries to head and face	28	5	16	4	8	5	52	14	66
Lacerations, contusions, and } other injuries not enumerated } above - - -	378	70	246	61	106	27	730	158	888
Total from Machinery -	543	94	350	87	149	44	1042	225	1267

\* NOTE.—This Table, “from Machinery,” includes all accidents,—many of them “fatal,”—to those employed in railway and other works, arising from steam engines, carriages, waggons, trucks, &c., &c., none of which “fatal” or other accidents were formerly recorded in these corresponding tables. It includes also numerous fatal and other accidents from “Explosions,” &c. &c.

TABLE No. II.—*Accidents not arising from Machinery.*

Nature of Injury.	Adults.		Young Persons.		Children.		Total.		
	M.	F.	M.	F.	M.	F.	M.	F.	M.&F.
Causing death - - -	32	1	7	-	1	-	40	1	41
Amputation of left hand or arm	1	-	-	-	-	-	1	-	1
Amputation of part of right hand	7	-	1	-	2	-	10	-	10
Amputation of part of left hand	7	1	2	-	-	-	9	1	10
Amputation of any part of leg } or foot - - -	7	-	1	-	-	-	8	-	8
Fracture of limbs or bones of } trunk - - -	103	1	14	1	14	1	131	3	134
Fracture of hand or foot -	53	-	15	1	1	-	69	1	70
Injuries to head and face	212	4	61	2	18	3	291	9	300
Lacerations, contusions, and } other injuries not enumerated } above - - -	1769	37	479	36	94	6	2342	79	2421
Total (not from Machinery)	2191	44	580	40	130	10	2901	94	2995
Total Number reported -	2734	138	930	127	279	54	3943	319	4262



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